



# **P-16: The Last Education Reform**

**Book Two: Emerging Local, Regional, and State Efforts**



**Joseph A. Rochford, Ph.D.**

*with the staff of the Stark Education Partnership*



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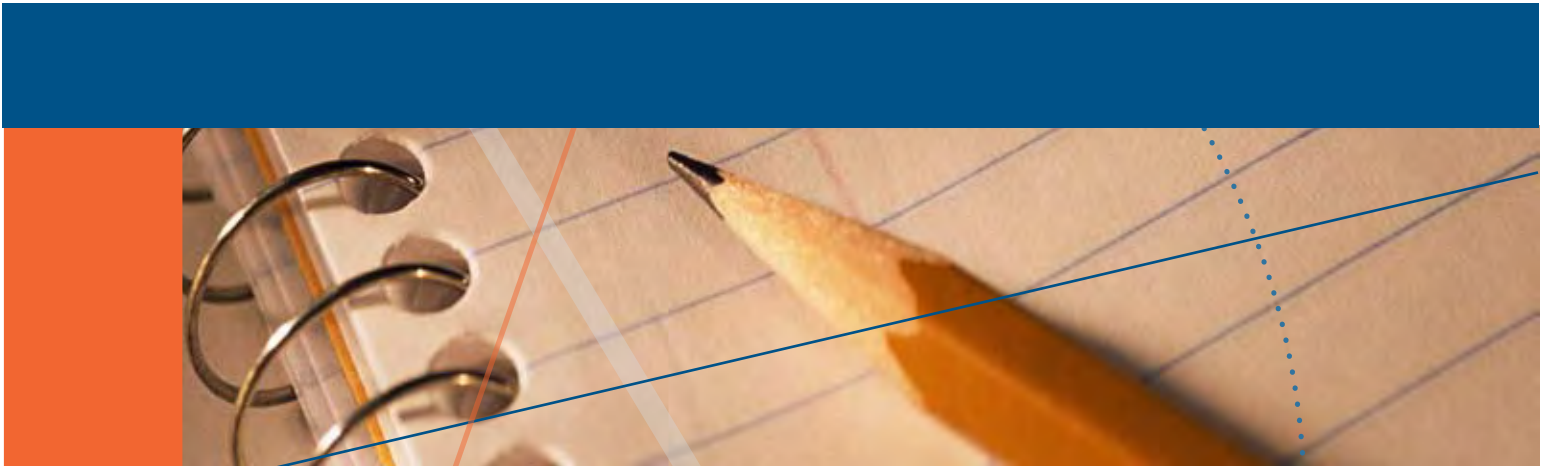
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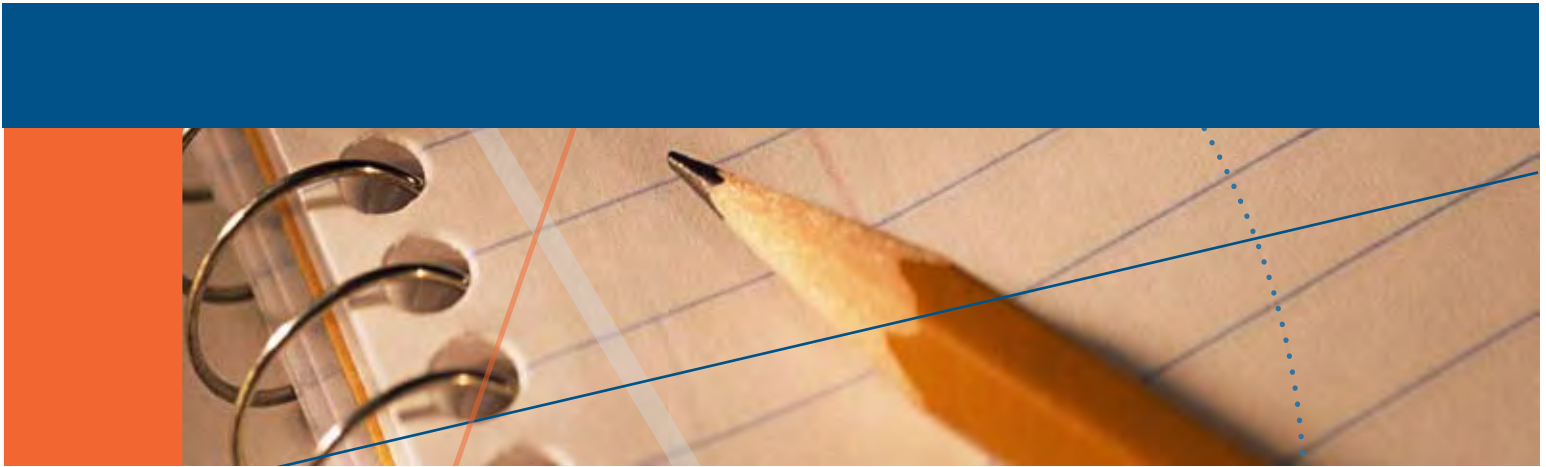


### **This Book is Dedicated to...**

Stephen Portch, chancellor emeritus of the University System of Georgia, who many consider to be the father of the P-16 movement. If not the father, Stephen certainly attended to the birth. Our many conversations on P-16 issues over the years had added immeasurably to my knowledge and thinking.

### **With Thanks to...**

The Timken Company Charitable Trust, Inc. for partial support of this project.



## About the Stark County P-16 Compact

The Stark Education Partnership-in collaboration with educators from Stark County's school districts including the Educational Service Center, postsecondary education leadership, business representatives, civic leaders and parents-established a P-16 Compact for Stark County in 2002. The purpose of the compact is to foster and sustain a community conversation on ways that Stark County can support and sustain all students in realizing their academic potential and achieving readiness to pursue and be successful in post secondary education. Additionally, the Compact seeks to sponsor research and promote the development of programs, such as Early College High School, which maintain high academic standards but which streamline completion times and foster successful transition from P-12 to higher education.

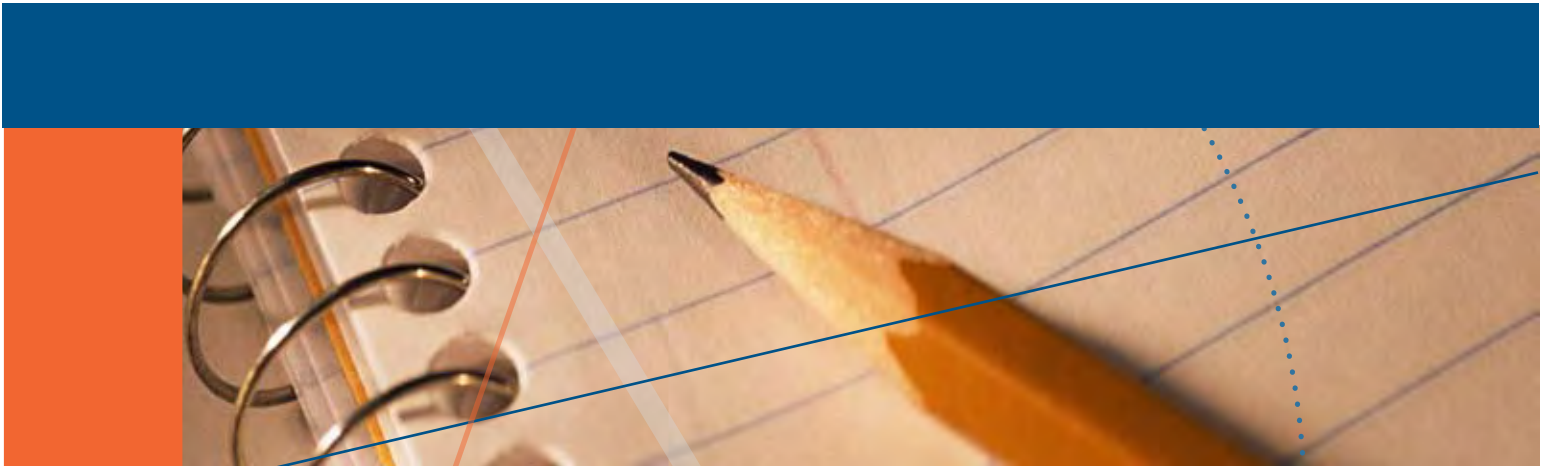
## About the Stark Education Partnership

The Stark Education Partnership, Inc., is a 501(c)-3 non-profit organization in Stark County, Ohio crossing the lines of 17 public school districts. It was founded in 1989 by the Deuble, Hoover, Stark Community and Timken Foundations. The Partnership-whose motto is "building excellent schools together"- is an independent organization that engages schools and school districts in fostering comprehensive education reform. It collaborates with educators and with business, community and civic leaders to create and respond to opportunities that will add substantial and measurable value to education and in doing so offers the county's school districts and schools new and cooperative ways to transform education.

## About the Author

Joseph Rochford is Vice-President of the Stark Education Partnership. Prior to going to Stark County, Dr. Rochford served as a University Fellow at Kent State. He has also served as a doctoral fellow with the Cleveland Clinic Foundation and as research advisor to the Clinic's Public Education Initiative with the Cleveland Municipal Schools. Before going to Kent State, Dr. Rochford was general manager of Ameri-rents, Inc. and spent several years in administrative positions at Baldwin-Wallace College. He is the author of both the "Class of 2021" and "Increasing College Access in Ohio," white papers which have been extensively circulated both in Ohio and at the national levels, and is an adjunct professor of graduate education at both Walsh and Ashland Universities. Dr. Rochford has presented on education issues both nationally and internationally.





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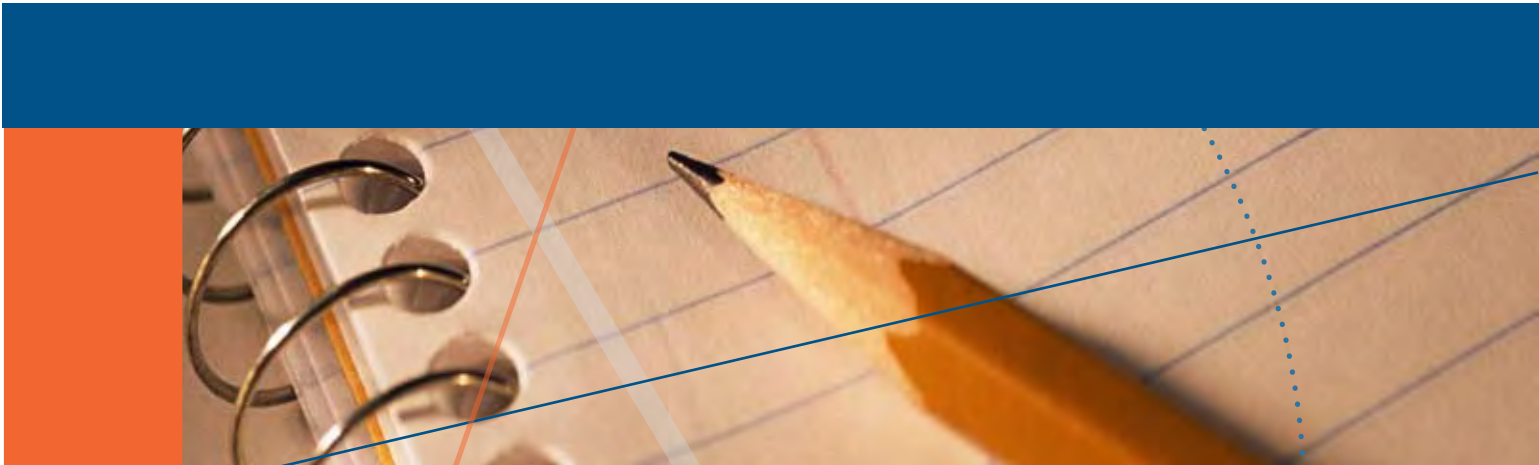
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# Preface

In 2005, I was afforded an outstanding opportunity. Through a grant from the Timken Company Charitable Trust, I was provided the time and finances to travel about the country to view exemplary emerging P-16 efforts. I was also given ample time to conduct internet based research, attend Ohio P-16 (Partnership for Continued Learning) meetings and to reflect on what all I had seen and learned.

As the history of education goes, P-16 is still a new concept. Yet, I was encouraged to find that given the cultural, historical, and political realities under which our states, communities, and systems of education operate, that more and more individuals are recognizing the inherent wisdom in aligning our systems. More and more individuals are also sharing the belief that all children can go on to and succeed in college.

This book will not cover every effort. Hopefully, it will give the reader a view of what is possible both for their states and communities. This book is

also entitled “P-16” as I am still using the classic term, P-16 as it appears in the considerations and literature of others. PB-16 is a new term that I am suggesting for the future, meaning “pre-birth” and insofar as I can establish it is not used anywhere. The “P” in P-16 has in the past stood for preschool. In many conversations with early child care providers and advocates, I have come to understand that preschool normally means those three and four years of age.

These same providers have viewed the “P” as a negative. They feel that it excludes the important work which must be done, often in the prenatal days, to insure that all children have adequate support for proper brain and physical development. As I believe that early childhood care is indeed critical to what happens later in life, I would advocate that we now consider the use of this terminology to draw attention to this critical period in the development of a child.

What did I find out in my year-long study? There are some short answers.

- Even with accompanying legislation, P-16 efforts are heavily leader dependent, whether at the state, local, or regional level. Part of this is due to the fact that the inertia of separate preschool, K-12, and higher education systems is great and pervasive. We have “grown” these systems as individual, resource dependent entities which often place them in opposition to one another. Inspired, visionary and dedicated leadership is the key to actualizing new approaches.
- The impact of P-16 approaches at the state level are often mitigated by issues of control and power between agencies and further exacerbated by the relative autonomy of institutions of higher education. Considerable tensions exist between the culture of “what has been” and often sketchy projections for “what should be”. Politics, perceived limitations and barriers, not “possibility thinking” tend to govern many efforts.
- P-16 systems are fragile at best. Developments in this arena need to be encapsulated in larger global concerns dealing with the future competitiveness of locales, regions, states, and the United States as a whole. The necessity of transiting to a new world information-based economy makes this critical. At times, these concerns are ill-defined at the state P-16 level but remain omnipresent.
- While there is an emerging sense of urgency generated by global concerns, that urgency, in and of itself, is seldom strong enough to overcome the inertia developed in separate systems over the years and the political influences which govern those systems.
- P-16 approaches at the state level must be complemented by at the local or regional level by P-16s. These are the groups that “operationalize” any long term P-16 approach. Knowing their own locales and the politics of their own communities, they get the job done.
- As an adjunct to leadership, every state, region or locality needs P-16 advocates. These are the people in the trenches who do the day to day, often difficult work. When political whim or practical reality changes the overt structure of state or local leadership, these people keep the notion of P-16 alignment alive.
- Failure to adopt new learning paradigms and simple lack of belief in the ability of all high school students to do rigorous coursework, particularly college coursework while still in high school, has greatly hampered operationalizing credit based transition programs and other strategies.
- There is a “paradox of P” in effect. The major focus of P-16 efforts remain on the transition between high school and college, extending backwards to preparation for, and forward to retention and completion of college. In large part, this paradox is due to lack of state level funding for preschool efforts.
- Transition to the workforce is growing in importance and giving P-16s an emerging role to play in economic development.





## Chapter One: The Hows of State P-16s

*The powers not delegated to the United States by the Constitution, nor prohibited by it to the states, are reserved to the states respectively, or to the people. – The United States Constitution, Tenth Amendment*

Despite the increasing financial, and hence policy, involvement of the federal government in education, P-16 activity at the governmental level remains almost totally the prerogative of the individual states. The movement at the state level is still relatively new and only originated slightly over a decade ago when Georgia Governor Zell Miller convened the first state P-16 Council in 1995.

Carl Krueger of the Education Commission of the States sums up some of the key questions surrounding state level P-16s:

*... (A)ssessing the impact of P-16 in most states is a difficult matter. While there is early evidence of success, more*

*concrete and compelling evidence of the benefits of P-16 is needed... The bottom line is that a lack of data hinders our knowledge about the impact of P-16 in the states. As P-16 progresses into the 21st century, several questions need to be answered:*

- *Can a P-16 initiative be sustained without the implementation of a P-16 accountability model that links preschool, K-12 and postsecondary education in meaningful ways?*
- *Does a successful P-16 education system require a governance change?*
- *Should states develop P-16 funding systems that integrate early learning, K-12 and postsecondary education?*

- *How can all states create data systems that follow a student from school to school, level to level?*
- *Can P-16 initiatives survive a leadership change? Should states create a P-16 structure that exists outside of the executive office or the legislature?*
- *Should P-16 councils have the authority to implement recommendations, or is their only role advisory?*<sup>1</sup>

State level P-16 approaches, while somewhat more obvious than local or regional efforts, are constantly shifting and often subject to the political views shared by current office holders. Some states even hesitate to call P-16s, P-16s.

Ohio is a classic example here. In 2005, the Ohio legislature created the Partnership for Continued Learning, in essence a state P-16 Council.<sup>2</sup>

The problem is that nowhere in the legislation is this partnership referred to as a P-16 Council though other state memos and documents often refer to it by those terms.

Further, workable P-16 efforts at the state level may be more dependent, at least initially, on leadership and vision rather than legislation. Consider what Partnerships for Student Success (PSS) found in a four-state (Florida, Georgia, New York, and Oregon) study that analyzed K–16 educational governance and policies at the state level:

*The complexity of state education governance, state context and history, and the politics of education reform defy any simplistic or readymade K–16 solutions for states. For example, our research found that strong leadership directed toward collaborative work—from elected*

*officials, from those in state agencies, and from those within and across state systems of higher education— appears to make a significant difference in terms of creating the support and energy necessary to move the agenda forward and create sustainable change. We found that leadership can help create opportunities for reform, set parameters, and embed policies in statute. Across the four states, the more innovative K–16 reforms were dependent on leaders with a vision.*<sup>3</sup>

## Culture of the States

The authors of the study noted that the “culture” of individual states also played a key role in such determinations. Even when far reaching solutions are proposed, the culture of how “things are” can be great and pervasive.

Somewhere in the dark recesses of a legislative limbo in Columbus, Ohio lies HB 77. Entitled, as a “bill to reorganize the executive branch of state government” HB 77 would, among other executive changes, consolidate the existing Ohio Department of Education and Ohio Board of Regents into one department of education headed by an executive director who would serve at the pleasure of the governor.

Though co-sponsored by 13 state representatives, no action has been taken on the bill since it was sent to committee on February 22, 2005. The chances of the bill ever leaving committee are remote for HB 77 supports a massive shift in the “culture” of state government in Ohio.

The culture or how states “grew up” over time might be one of the greatest impediments to establishing P-16

<sup>1</sup> Krueger, C. (2006). *The Progress of P-16 Collaboration in the States*. Denver, Colorado: Education Commission of the States. p.5.

<sup>2</sup> The enrolled, or final version of the bill to create Ohio’s Partnership for Continued Learning presented to the governor for signature can be found at: [http://www.legislature.state.oh.us/bills.cfm?ID=126\\_SB\\_6](http://www.legislature.state.oh.us/bills.cfm?ID=126_SB_6)

<sup>3</sup> Venezia, A., Callan, P.M., Finney, J.E., Kirst, M.W. & Usdan, M.D. (2005). *The Governance Divide: A Report on a Four-State Study on Improving College Readiness and Success*. San Jose, California: The National Center for Public Policy and Higher Education. p.38

systems of education. In Ohio, the state superintendent of instruction is hired by an elected board of education and not answerable to the governor. The chancellor is appointed by a board of regents who are in turn appointed by the governor.

Indeed, can we ever achieve what has now become the classic description of a P-16 system of education, first described by Gordon (Spud) Van de Water and Theresa Rainwater of the Education Commission of the States (ECS)?

*Imagine a system of education where every child enters school ready to learn, where all third graders read at or above grade level, where all students have taken algebra by the end of the 8th grade, where high school exit exams test students at the 12th-grade level and are aligned with college admissions requirements, where all young people graduate from high school prepared for college or work, and where every student who enters college finishes college.*

The authors themselves state:

*...is such a system possible? Not in its purest form, perhaps, but approaching such an ideal is certainly worth pursuing...<sup>4</sup>*

What characteristics might such a state model have if P-16 system was seriously pursued. The answer in part comes from another ECS document, *P-16: the Next Great Education Reform*, which first appeared in 2002.

- *Early childhood care and education programs, with well-articulated objectives that connect preschool to kindergarten, are available to all 2-, 3- and 4-year-olds and are supported through a variety of funding mechanisms, including parents, who pay what they can afford.*

- *Students move through the education system as they meet established benchmarks in critical skill areas, e.g., grade 3 for reading; grade 8 for writing and algebra; grade 12 for higher reading, mathematics and citizenship skills. Students are not allowed to move on to more complex material in a field until they meet the benchmarks. All students receive additional help, as needed, beginning in preschool.*
- *Annual performance-based assessments tied to standards are required to diagnose students' needs (teachers may carry out more frequent assessment).*
- *Instead of grade 12, the end of basic education is grade 14, or two years of community college.*
- *Standards are extended to grades 14-16 (bachelor's degree) and aligned with standards for grade 12 and below.*
- *Governance is vested in a P-16 governing board or a statutory coordinating board with P-16 councils at the state and local levels. The board and councils focus on all levels of education, including vocational education.*
- *An integrated P-16 data system that tracks individual student's progress through the system and produces aggregated reports by classroom, building, district and state levels. The data system includes employment data and links student performance to workforce opportunities, providing another level of external accountability.<sup>5</sup>*

Understandably, this is an ambitious agenda for any state. No state has yet to achieve all of these characteristics,

<sup>4</sup> For this description and quote, see: (2001). *What Is P-16 Education? A Primer for Legislators – A Practical Introduction to the Concept, Language and Policy Issues of an Integrated System of Public Education*, on the ECS web site at: <http://www.ecs.org/ecsmain.asp?page=/html/issuesPS.asp>

<sup>5</sup> This was first published in *State Education Leader*, Volume 20, Number 1 in Winter of 2002. The document is still available on the ECS web site at: <http://www.ecs.org/clearinghouse/35/37/3537.htm>

though many are achieving some of the characteristics in part.

The “why” of states being involved in P-16 efforts is underscored by the following policy alert from the National Center for Public Policy and Higher Education.

*If current trends continue, the proportion of workers with high school diplomas and college degrees will decrease and the personal income of Americans will decline over the next 15 years. Substantial increases in those segments of America’s young population with the lowest level of education, combined with the coming retirement of the baby boomers—the most highly educated generation in U.S. history— are projected to lead to a drop in the average level of education of the U.S. workforce over the next two decades, unless states do a better job of raising the educational level of all racial/ethnic groups.<sup>6</sup>*

Despite all of this, the score card for state P-16s has not really been all that good. The formation of a commission or board to examine P-16 or the issuance of an executive order by a governor does not constitute a true P-16. Hence, efforts have often risen and fallen in various states.

Those of us in Ohio, for instance, who advocated the formation of a state level P-16 council, were painfully aware that despite the best intentions of any currently serving governor that such a council needed to be legislatively mandated. Even with this legislation<sup>7</sup> the authority of the partnership remains largely recommendary though more current legislation concerning what is called the Ohio Core (modeled on Indiana’s Core 40) indicates some

legislative desire to increase the original mandate by calling for several reports from the council.

### ***Framing P-16 Efforts***

To date, P-16 efforts in the states have emerged through three primary vehicles of formation. These are:

- Executive Order
- Interagency collaboration, and
- Legislative Mandate

Each avenue of creation has both pluses and minuses. The Executive Order, for instance, runs the risk of being the property of a sole governor and liable to fall into disuse once that governor’s term has expired.

Inter agency cooperation remains largely effective insofar as specific agencies, and their heads, are willing to collaborate. Legislative mandates are also liable to be “frozen in time” and in instances where such councils are chaired by the governor or agency head(s), dependent on the willingness of key players to continue to utilize the system.

If one properly considers the beginning of P-16 at the state level as having originated with Maryland and Georgia in or about 1995, then the history of the movement is roughly 12 years old (interestingly, a case can be made that Oregon preceded both in 1992). The history of such efforts has been sporadic at best. Maryland and Georgia persist and even thrive with the notion. Other states, perhaps about 20, early adopted committees or tried to promote P-16 arrangements and thinking. These were largely recommendary groups. Now in 2007, we are seeing a resurgence of the concept in many states, including

<sup>6</sup> Income of U.S. workforce projected to decline. (November, 2005). *Policy Alert*. San Jose, California: The National Center for Public Policy and Higher Education.

<sup>7</sup> Ohio Senate Bill 6

several whose earlier committees, such as Ohio's Joint Council, largely became inactive. Even some states, such as Oregon, who demonstrably made progress with earlier approaches are considering major overhauls.

A distinction needs to be made between states that have established P-16 structures and states that have implemented P-16 strategies or programs. As of April 2006, the Education Commission of the States estimated that at least 30 states had "...engaged in some kind of P-16 activity."<sup>8</sup>

While some of these efforts have begun by executive order, such as in Virginia, or exist as advisory or recommendary boards, such as in Ohio or nascent commissions, such as in North Dakota, the reality is that P-16 approaches or councils must be solidified by commensurate legislative activity to insure longevity.

Two examples of legislated approaches are Delaware and California:

*On September 6, Delaware Governor Ruth Ann Minner signed legislation that will enable qualified Delaware students to pursue an associate's degree free of tuition charge. The SEED (Student Excellence Equals Degree) Scholarship Program will pay tuition, after other financial aid is awarded, for qualified students pursuing an associate's degree at Delaware Technical and Community College or the Associate of Arts degree at the University of Delaware. The program will begin in the 2006-2007 school year.*<sup>9</sup>

California has long been thought of as the home of "free college" and indeed California's Cal Grant awards are generous by most state standards.<sup>10</sup> However, the notion of totally free college for all California residents is a

misconception. A family's or student's income and asset ceiling (adjusted annually) are a major determinant in qualifying for a Cal Grant. In 2005, a family of six would need to make less than \$80,400 to qualify for most Cal Grants. Independent students would need to make less than \$25,500.<sup>11</sup>

Georgia, however, is far more flexible through its HOPE Scholarship program. Begun in 1993, the scholarship has awarded over \$3 billion to some 900,000 students attending Georgia's colleges and universities.<sup>12</sup>

Georgia, of course, works with a P-16 structure under their university system. While the HOPE Scholarship preceded this original state council, it nonetheless remains a classic example of a legislated P-16 approach.

Another example of programs with a legislated P-16 approach is the various credit based transition programs available in nearly every state. On the legislative end, these programs involve such efforts as Tech Prep, and post secondary or dual credit options. Additionally, non-legislated options such as Advanced Placement and International Baccalaureate also exist. The effectiveness of such programs has not been well measured in the past and their application has varied widely. Nancy Hoffman, writing in 2003 expressed great hope for such programs:

*This explosion of options for students to earn college credit in high school underscores our progress in creating a seamless education system from kindergarten through college (K-16). It also highlights the contributions standards-based reform plays in promoting higher levels of achievement in high school and readying students for college. These many*

<sup>8</sup> Krueger, K. (2006). *The Progress of P-16 Collaboration in the States*. Denver, Colorado: Education Commission of the States, p.1.

<sup>9</sup> From a news release issued by the National Governors Association Center for Best Practices: Education ([www.nga.org](http://www.nga.org)) on 9/29/05, *Delaware to Offer Free Associate's Degree*.

<sup>10</sup> For a complete review of Cal Grants and the conditions which California students and families need to meet, see [www.calgrants.org](http://www.calgrants.org)

<sup>11</sup> Per the California Student Aid Commission, *2005-2006 Income and Asset Ceilings*, available at: <http://www.csac.ca.gov/default.asp>

<sup>12</sup> See <http://www.gsfc.org/hope/>



*possibilities add up to a small, but very real, invasion of the no-man's-land between high school and college.<sup>13</sup>*

Today, that invasion still continues. Ultimately, more and more states are adopting legislative P-16 approaches on program options. At times, these emerge from deliberations of state P-16 councils, as in Indiana. Other times, they precede or emerge independently from the councils. In total, the approaches are positive. Yet, as our experience with credit based transition programs illustrates, the failure to provide adequate access may have the result of limiting such approaches.

As Bailey and Karp found:

*...(G)iven that many programs have entrance requirements, it is difficult to discern whether measured outcomes result from the selectivity of the programs or the experience that the students have in the programs.<sup>14</sup>*

In addition to legislative approaches, there are several states that have employed long term agency initiated P-16 programs. While these might not necessarily meet the more “classic” definition of a state P-16 council, the work has been positive and beneficial.

A good example here is New York’s Office of K-16 Initiatives and Access Programs which was established in 1997. The New York’s Regents graduation requirements have also been instrumental in this long-term integrated approach in that state. This has resulted in a K-16 mentality. Consequently, New York has spawned extensive higher education and local group and council support.

In North Carolina, an education cabinet was created by legislative

mandate in 1995. This cabinet involves the governor, state superintendent of public instruction, state board chair, and both the university and community college system presidents. The president of the state Association of Independent Colleges and Universities is also involved. Here the focus remains programmatic and on interagency collaboration.

Oklahoma also has an agency initiated agreement focused on alignment of K-12 and higher education standards and extensive use of ACT’s EPAS testing system while Texas has (2005 HB 1) a legislative mandate requiring the Higher Education Coordinating Board and Texas Education Agency to work together on college readiness standards. To date, at least one regional P-16 council has evolved in Texas.<sup>15</sup>

## **National Organization Supporting P-16 Activities**

There are five national organizations promoting the establishment and evolution of state level P-16s or P-16 activities. Each varies in its approach and support but remains a critical player. Interestingly, the impetus for P-16 actions with these organizations arises from the need for high school reform, perhaps posing the question, “reform for what?” The answer is for entry into higher education or the workforce-hence an emerging P-16 orientation. Only one organization, the National Governors Association, actually funds such approaches; the balance drive policy. In addition, there are also states that evolve such approaches separately.

In 2005, the National Governors Association awarded ten states Phase One Honor States High School Grants, made

<sup>13</sup> Hoffman, N. (2003). College Credit While in High School, *Change*, July/August, 2003, p.44.

<sup>14</sup> Bailey, T & Karp, M.M. (2003). *Promoting College Access and Success: A Review of Credit-based Transition Programs*. Washington D.C.: U.S. Department of Education. Available at: [www.ed.gov/about/offices/list/ovae/pi/cclo/crdbase.pdf](http://www.ed.gov/about/offices/list/ovae/pi/cclo/crdbase.pdf)

<sup>15</sup> The North Texas P-16 Council web site is at: <http://www.coe.unt.edu/NTP16/home.htm>

possible with the support of the Bill & Melinda Gates Foundation. As a condition of those grants states were required to:

- *Set 10-year performance goals for improving the high school graduation and college readiness rates (disaggregated by student race/ethnicity and family income), and publicly report the goals along with baseline and improvement data.*
- *Commit to adopting a longitudinal, 4-year cohort high school graduation measure that tracks individual students and permits valid comparisons among states.*
- *Demonstrate an on-going commitment to an aligned governance structure for P-16 education.*
- *Commit to actively participate in the National Education Data Partnership initiative.*
- *Create and execute a communications plan to build and sustain public will for high school redesign.*<sup>16</sup>

States who received Phase I grants were: Arkansas, Delaware, Indiana, Louisiana, Maine, Massachusetts, Michigan, Minnesota, Rhode Island and Virginia. Through a focus on high school graduation and college readiness NGA was providing a significant driver for states to at least begin exploration of a P-16 aligned system of education governance although the commitment of some, like Indiana, to a P-16 approach was already quite obvious.

In 2006, Phase II grants with similar objectives were awarded to: Alabama, Arizona, Connecticut, Florida, Georgia, Iowa, Kentucky, Maine, Mississippi, Nevada, New Hampshire, North Carolina, Oklahoma, Pennsylvania,

Tennessee, Wisconsin, and Wyoming. Though the focus of Phase II remained largely on high school reform, two states-Kentucky and Nevada- each received \$150,000 to “build an individual student-unit, longitudinal data system that connects K–12 and postsecondary data systems.”<sup>17</sup>

Through this focus on P-16 systems, NGA has provided a substantial boost to the P-16 concept nationally. The extended grants, though not huge sums as state budgets go, nonetheless convey a certain prestige and provide focus. How any state commitments to P-16s persist after grant periods remains to be seen.

Former Harvard President James Bryant Conant originated the idea of an interstate compact on education in the 1960s. His vision later emerged as the Education Commission of the States (ECS). Endorsed by all 50 states, ECS provides a forum for consultation among the various states on education issues, technical assistance, and serves, perhaps most critically, as a clearinghouse for research on policy issues.

While ECS neither originates nor funds P-16s at either the state or local level, it serves as perhaps the most comprehensive clearinghouse on P-16 publications and research ([www.ecs.org](http://www.ecs.org)). It has also long been an advocate of establishing P-16 state approaches and monitors current developments at the state level.

Long an advocate of “Thinking K-16,” the Education Trust through its allied organization the National Association of System Heads (NASH) has prompted further P-16 thinking and approaches at the state level. The approach here is through standards reform impacting both the K-12 and higher education sectors.

<sup>16</sup> From: *NGA Honor States Phase I* at <http://www.nga.org/portal/site/nga/menuitem.1f41d49be2d3d33eacdcbeeb501010a0/vgnnextoid=2e42f68ff8f87010VgnVCM1000001a01010aRCRD>

<sup>17</sup> From *NGA Phase Two: Develop a Statewide Longitudinal K-16 Data System* at <http://www.nga.org/portal/site/nga/menuitem.9123e83a1f6786440ddcbeeb501010a0/?vgnnextoid=f41ef68ff8f87010VgnVC>

NASH yearly sponsors a State Academic Leaders P-16 Team Institute, now in its ninth year.

*Establishing a stronger link between the secondary and postsecondary worlds is what Achieve, Inc.; The Education Trust; and the Thomas B. Fordham Foundation set out to do two years ago by launching the American Diploma Project (ADP).<sup>18</sup>*

Together these organizations have created the American Diploma Project (ADP) Network, a coalition of 22 states dedicated to aligning K–12 curriculum, standards, assessments and accountability policies with the demands of college and work. ADP recommends several action steps for states with definite P-16 orientation:

- *Align high school standards and assessments with the knowledge and skills required for success in postsecondary education and work.*
- *Administer a college- and work-ready assessment, aligned to state standards, to high school students so they get clear and timely information and are able to address critical skill deficiencies while still in high school.*
- *Require all students to take a college- and work-ready curriculum to earn a high school diploma.*
- *Hold high schools accountable for graduating students who are college ready, and hold postsecondary institutions accountable for their success once enrolled.<sup>19</sup>*

The Bridge Project based at Stanford University operates on the concept that reforms affecting K-12 and higher education must occur across systems in order to achieve the desired outcomes.

The project itself maintains the purpose of improving opportunities for all students to enter and succeed in higher education. This is done through a variety of means such as strengthening the alignment between higher education admissions-related requirements and K-12 curriculum frameworks, standards, and assessments. Over the years, the Bridge Project has developed research targeted at educational institutions and federal, state, and local agencies. Much of the research focuses on policies as well as disjuncture existing in the policy environment. Publications often include a detailed analysis of ways to improve the current system. The Bridge Project states the following objectives for this research:

- *Focus on three understudied but essential components of the K-16 system—admissions policies, freshman placement or advising policies in community colleges and four-year public universities, and curriculum content and assessment standards in K-12 systems.*
- *Examine regions in six states: California, Georgia, Illinois, Maryland, Oregon, and Texas to understand the dynamics within each state and to offer a comparative framework among states.*
- *Focus on ways to improve the delivery of information and policy signals for all students.*
- *Include analyses of emerging reforms, such as the Proficiency-Based Admission Standards System (PASS) in Oregon, the development of P-16 councils in Georgia and Maryland, and policy reactions to changes in affirmative action policies in California and Texas.*
- *Include stakeholders' perspectives from all aspects of the K-16 system:*

<sup>18</sup> American Diploma Project. (2004). *Ready or not: Creating a high school diploma that counts*. Washington, D.C.: Achieve, Inc.

<sup>19</sup> Cohen, M. (2005, September 14). *Creating a High School Diploma That Counts*. Power point presentation to the Ohio Partnership for Continued Learning.

*students; parents; and educators and researchers at state agencies, higher education institutions, school districts, and high schools.*

- *Formulate policy recommendations and a self-study protocol that other researchers, educators, and policymakers can use to assess such K-16 linkages in their own state.<sup>20</sup>*

The next chapters are specifically divided these into two categories and will provide a brief synopsis on where some of the states have been with their P-16 approaches. In the relatively short history of the P-16 movement, those efforts which had their beginnings on or before the year 2000 will be called senior state efforts; those after the year 2000 will be “the new wave.”

<sup>20</sup> From: The Bridge Project at:  
<http://www.stanford.edu/group/bridgeproject/#problem>



## Chapter Two: Senior State P-16 Efforts:

Georgia, Maryland, Nebraska, Indiana, Illinois, Missouri, Minnesota, Oregon, Tennessee, Florida, Louisiana, Pennsylvania, and Kentucky

### Georgia

*...(M)y great hope, my aspiration for this Council is that the heads of our public education systems will come together, work together and build upon the partnerships that already exist among them to create comprehensive educational reform," said Gov. Miller. "Please always keep your eye on the target, which is improving the academic achievement of our students at all levels. That must always be our goal –Georgia Governor Zell Miller*

Many believe that the history of state level P-16 efforts rightfully begins with Georgia for it was over ten years

ago on July 26, 1995 that former Governor Zell Miller first convened a group of 38 members as the Georgia P-16 Council.

Miller challenged this group to explore five areas in a quest to improve the academic achievement of students at all levels:

1. *New models of teaching -- in both our teacher education programs and school classrooms.*
2. *Strong professional development programs for teachers at all levels to improve their teaching strategies and the*



*incorporation of technology into their teaching methods, and assure greater responsibility for student learning.*

*3. Challenging curriculum beginning in preschool and continuing through college or technical institute; including a strong system of student assessment.*

*4. Higher academic standards for both high school graduation and for college admission while holding the doors open for students who do not initially meet these high standards.*

*5. Shared accountability among educators of all system levels and their communities.<sup>21</sup>*

*It's early morning in Atlanta as I decided that the distance between the Hilton on Courtland Street, N.E. and the regents on Washington Street, S.W. was indeed walkable. As I approached the multi-story regents building, I was somewhat dismayed by the general lack of people on the street. After all, this was a state office building and should house several hundred employees. Trying the front and then the side doors, I found both sets locked. Finally, going back beyond a guard shack in the back of the building (I had noticed a loading dock there) I was challenged by a guard. I said, "I have a meeting with the state P-16 staff today." The guard's quizzical look was followed by a request for my I.D.*

*It was time to begin trying phone numbers, I thought as the guard made some calls himself to check on the veracity of my story. Finally, I got through and someone came down. "We're sorry", the staffer said. "We were wondering where you were and then we realized the place was closed up tighter than a drum." All of a sudden I also realized that this was Veterans Day. State offices were closed. Later, I found that this staff commonly worked many state holidays. It was a simple, but very early indication as to why P-16 has grown and flourished in Georgia; why the state is recognized as the leader.*

Indeed, today Georgia has not only the longest track record of P-16 successes but also the largest array of converging strategies of any state. Some of these successes have been very visible.

Initially, Georgia leaders saw the percentage of high school students taking a rigorous core curriculum climb from 76 percent to 91 percent, average SAT scores rise from 980 to 1030, and remediation levels drop by 50 percent.<sup>22</sup>

Critics were quick to point out that SAT scores then proceeded to drop, but then began to rise again. By 2005, the average SAT score of Georgia's seniors was 993, up from 987 in 2004.

Georgia also initially survived the most critical juncture for any P-16 created by executive fiat—a change of governors. Governor Roy Barnes renewed and expanded the state P-16 in 2000. Yet, the current Governor Sonny Purdue has not

<sup>21</sup> A view of the early history of the Georgia P-16 Council can be found at: <http://www.usg.edu/p16/about/index.phtml>

<sup>22</sup> Van de Water, G. & Krueger, C. (2002). *P-16 Education*. ERIC Digest 159. Available at: [www.ERIC.uoregon.edu/publications/digests/digest159.html](http://www.ERIC.uoregon.edu/publications/digests/digest159.html)

convened the state council at all. Some of the local councils no longer meet on a regular basis. Despite this, P-16 is alive and well in Georgia.

This is because what has now evolved in Georgia is a dynamic P-16 Department led by Jan Kettlewell, Associate, Vice-Chancellor for P-16 Initiatives, under the university system. The department “partners” with other agencies on a local, state, and national basis. The operative word here is partners. It is this department and Kettlewell’s leadership that advances P-16 in the state with its partners.

Listed among the partners are: the Governor’s Office, Georgia Department of Education, State Board of Education, Georgia Department of Technical and Adult Education, Georgia Professional Standards Commission, Department of Early Care and Learning, Governor’s Office of Student Achievement, Georgia Student Finance Commission, Georgia Department of Labor, Georgia Partnership for Excellence in Education, business community, and the Georgia Public Policy Foundation.

Partners are also local school districts, and local colleges and universities. At the national level are the National Commission on Teaching for America’s Future, Jobs for the Future, GO Alliance, NASA Mathematics - Science Data Initiative, Southern Regional Education Board, American Diploma Project Network (Achieve), Education Trust, Mathematics and Science Partnership Learning Network (National Science Foundation), Education Commission of the States, National Governors Association Center of Best Practices, and National Association of University System Heads K-16 Network. Within this context, the P-16 Department describes its role as follows:

*The P-16 Department serves as the outreach arm of the University System Office to other state education agencies, the Governor’s Office, P-12 schools, University System of Georgia institutions, and business partners in collaborative efforts to influence improvements in education for Georgia’s students, preschool through college. The P-16 Department has two strategic objectives:*

- *To promote high school graduation, college readiness, college transition, and college success.*
- *To promote continuous improvement in P-12 teacher, leader, and counselor recruitment, preparation, transition, development, and success.*<sup>23</sup>

The key here is that the department, and the same dedicated staff referred to earlier, heralds a dedication to P-16 which is often shared in other departments and agencies in the state as well. What results is a series of converging programs embedded in the two strategic objectives. A view of these current initiatives is instructive.

### ***Current Initiatives in which the Georgia P-16 Participates***

- *American Diploma Project: A state effort to raise expectations for high schools toward the goal of virtually all high school graduates being both college and work ready, by redesigning high schools “up” to meet college and workforce entrance requirements.*
- *Early College: A blended model of high school and the first two years of college for students not well served in traditional high schools, implemented in six sites and studied for possible statewide replication.*

<sup>23</sup> About P-16: Mission and Strategic Objectives at: <http://www.usg.edu/p16/about/>

- *Gateway to College: A form of Early College for high school dropouts that have the potential to succeed.*
- *Georgia's Leadership Institute for School Improvement: Leadership development programs, research and analysis, and policy influence focused on leadership for school improvement for both incumbent and aspiring district and school leaders.*
- *Science and Mathematics: A comprehensive research and development initiative (Partnership for Reform In Science and Mathematics (PRISM) to increase and deepen student achievement and understanding in science and mathematics in the public schools and in college; and to increase the pipeline of students pursuing careers in science, technology, engineering, and mathematics (Mathematics-Science Data Initiative).*
- *P-16 Data Marts: A series of "bridges" between Georgia Department of Education and University System of Georgia student informational systems to enable longitudinal reporting.*
- *Teacher Quality: Strengthening preparation program quality in the University System of Georgia through the Regents' Principles for the Preparation of Teachers, Leaders, and Counselors for the Schools; helping teachers improve their teaching of reading; raising expectations for teachers of children, birth-age 5;*
- *Teacher Quantity and Diversity: Designing and testing multiple pathways for becoming a teacher; hosting the University System Teacher Career Center; coordinating the initiative to set institutional teacher production targets (over-all and for ethnic minorities) and strategies for reaching them (Double the Number, Double the Diversity of Teachers Prepared in the University System of Georgia); and testing a teacher working conditions survey toward a goal of reducing teacher attrition.*

The P-16 Department states that it works primarily at the intersection between the educational systems. In this regard it seeks to "generate and connect opportunities and resources with state need". Then it "collaborates in structures created to sustain effective practices". The following chart illustrates their approach.<sup>24</sup>



<sup>24</sup> The initiative descriptions and charts are also from the Georgia Office of P-16 Initiatives, *About P-16* at: <http://www.usg.edu/p16/about/>

The P-16 Department also successfully blends state resources with federal and private grant funding and opportunities to fuel the initiatives. P-16s also exist on a regional basis in Georgia.

## Maryland

Heralding back to 2002, the Maryland Partnership for Teaching and Learning, K-16 is an alliance of the Maryland State Department of Education, the Maryland Higher Education Commission, and the University System of Maryland. The Maryland Partnership hence ranks as one of the oldest P-16 state efforts in the nation and is a classic model of interagency collaboration.

A Memorandum of Understanding created the partnership with the specified vision of “achiev(ing) educational excellence through a statewide learning community.” As such, the partners committed themselves to:

1. *Creating seamless transitions and assuring effective articulation pre-kindergarten through college and beyond;*
2. *Enabling students to meet high standards;*
3. *Preparing faculties to teach to high standards;*
4. *Aligning expectations for and eliminating barriers to student progress; and*
5. *Identifying collective strategies that involve all partners in improving student achievement.*<sup>25</sup>

To date, the Maryland Partnership has acquired an impressive series of grants

to further its work. This is the track record the Partnership relates:

- *National Science Foundation awarded USM a supplemental grant of \$500,000 for three years (2004-2007) to study Change and Sustainability in Higher Education (CASHE). The CASHE Project proposes to study a particular aspect of higher education institutional change: change that results in STEM faculty strengthening their own teaching practices and expanding their work in K-20 mathematics and science education, including K-12 teacher preparation and professional development. The project will focus on changes that have been supported by NSF MSP that expand and deepen the capacity in higher education to support the reform of science and mathematics education through the meaningful engagement of faculty in K-12 education. The project will also examine K-16 (P-20) partnerships and identify examples of promising practice that establish cultures of organizational support for sustainable partnerships.*
- *U. S. Department of Education Teacher Quality Enhancement Grant: Education equals Mentoring, Coaching, and Cohorts (E=mc<sup>2</sup>, 2003). USM was awarded its second highly competitive five-year \$6.4 million grant to improve teacher quality and student achievement in the Baltimore City Public School System (BCPSS). The USM led the creation of new partnership relationships between University of Maryland - College Park, Coppin State University, Towson University, Baltimore City Community College, Baltimore City Public School System, and the Maryland Business Roundtable. This new partnership will draw from a host of resources and knowledge sources to improve*

<sup>25</sup>The Maryland Partnership for Teaching and Learning PreK-16. (2002). *Memorandum of Understanding, Maryland K-16 Partnership* at: [http://mdk16.usmd.edu/index.php?area\\_id=1](http://mdk16.usmd.edu/index.php?area_id=1)



*the educational opportunities for Baltimore City students.*

- *National Science Foundation Math and Science Partnership Grant Vertically Integrated Partnerships K-16 (Project VIP K-16, 2002). The USM developed this \$7.5 million K-16 partnership with UMCP, UMBI, Towson, UMBC, UMCES, Sea Grant College, Shady Grove Center, and Montgomery College, along with the Montgomery County Public Schools (MCPS). VIP K-16 serves all MCPS high school core science teachers over 5 years. Participants are organized in Professional Learning Communities consisting of high school science teachers, college faculty, undergraduate students, and graduate students (VIP Teams)*

- *U.S. Department of Education Teacher Quality Enhancement Grant: Project Learning IN Communities (Project LINC, 2000). USM was awarded its first five year grant of \$4.2 million to enhance the quality of the Prince George's County Public Schools (PGCPS). USM brought together UMCP, TU, BSU and PGCC to collaborate with the PGCPS toward three goals: 1) Increase the number of certified teachers at PGCPS; 2) Increase student achievement, 3) Build a strong induction program for new teachers to increase teacher retention.*

- *AACU Grant (2001). Maryland is one of three states (with Georgia and Utah) collaborating on a "Student Transfer Project" to address general education outcomes for two- and four-year colleges.*
- *The PK-16 Partnership looks forward to exploring new opportunities to improve public*

*education in the State of Maryland and to serve as a national role model of other educational reform efforts.<sup>26</sup>*

## Nebraska

*Is there any reason why Nebraska can't see a five-point gain in our college-going rate over the next four years? That's the span of one high school class. If we start with today's high school freshmen, couldn't the class of 2009 be in a position to compete with our neighbors to the east when it comes to pursuing a college education?- Dave Heineman Governor of Nebraska<sup>27</sup>*

Nebraska is another example of an agency initiated P-16 approach. In 1997 the University of Nebraska Board of Regents Academic Affairs Committee met with representatives of the State Board of Education to discuss common interests including standards, teacher preparation, and a P-16 partnership. That led to a retreat in 1998 and the endorsement of the P-16 concept by the regents. In 1999, a P-16 Steering Committee and a Statewide P-16 Advisory Council were formed.

Over the years, Nebraska worked on a variety of issues. The focus for P-16 was largely maintained by educators alone. In their own words, the initiative:

- *Increased the dialogue among Nebraska's education sectors.*
- *Sponsored five statewide conferences.*
- *Distributed literature promoting rigorous high school coursework to eighth-grade students and parents.*
- *Produced curriculum-alignment materials in math, language arts and world languages.*

<sup>26</sup> From: University System of Maryland K-16 Overview at: [http://mdk16.usmd.edu/inside.php?area\\_id=43](http://mdk16.usmd.edu/inside.php?area_id=43)

<sup>27</sup> Nebraska P-16 Initiative. (2006, May 23). *Roundtable for Seamless Development of Talent for the 21st Century* at: <http://p16.nebraska.edu/news/information.shtml>



- *Participated in regional and national activities that support P-16 efforts.*
- *Collaborated with a variety of other organizations to help improve education at all levels.*<sup>28</sup>

Then in 2003, the Nebraska Legislature became increasingly concerned about education and the future economic security of the state. Passing LR 174 and creating a legislative review committee, that committee found, that:

*...(U)nprecedented collaboration and cooperation among educational institutions and sectors (would) be necessary to develop community, regional and statewide strategies to achieve progress toward these priorities.*<sup>29</sup>

The legislature then posted a follow-up resolution (LR 75) in 2005 that created a legislative evaluation task force, citing that:

*...(E)xpansion and diversification of Nebraska's economy is necessary in order to sustain essential public services sponsored or aided by the state." The state's system of postsecondary education is integral to the highest possible levels of educational attainment for Nebraskans...*<sup>30</sup>

Then, in October of 2005, Nebraska Governor Dave Heineman announced the creation of the Nebraska Education Leadership Council.<sup>31</sup>

The resolution had the impact of bringing business and government leaders into the state P-16 arena and refocusing efforts into a larger Nebraska Education Leadership Council to help set the policy agenda for Nebraska P-16. In essence, this placed a superstructure over the existing P-16 interagency agreement. Chaired by the governor and

the chair of the legislature's education committee, the new 13 member council integrates business and agriculture representatives with education leaders.

The focus of the council will be to "engage in broader policy discussions referring specific proposals and ideas to the reinvigorated P-16 initiative work group."<sup>32</sup> This new broader approach brings the potential of strengthening financial support for Nebraska's P-16 efforts. The reconstituted P-16 now stands with the following goals:

- *To help more students achieve success in their educational careers so that they can gain the benefits that accrue from being well-educated individuals and can also contribute to the economic well-being and quality of life of their fellow Nebraskans.*
- *To communicate to students and their parents the benefits of getting a good education and the need to take rigorous courses to properly prepare for college or career.*
- *To develop and implement new and more effective means of informing students and their parents about the true costs of postsecondary education and the planning tools and financial assistance that are available. In this process, special attention must be paid to the needs of Latino and other minority and low-income groups.*
- *To help ensure that all students have well-prepared teachers and administrators at every level of education and that students' transitions from each level of education to the next are seamless.*
- *To improve the college-going rate of Nebraskans and their persistence*

<sup>28</sup> Nebraska P-16 Initiative. (2005, November 16). *Refocusing Nebraska P-16* at: <http://p16.nebraska.edu/news/refocusing.shtml>

<sup>29</sup> Nebraska P-16 Initiative. (2005). *Report of Preschool through College (P-16) Activities of the University of Nebraska: A Response to Legislative Resolution 75 of the Nebraska Legislature 2005 Session* at: <http://p16.nebraska.edu/resources/activities.shtml>

<sup>30</sup> Nebraska State Legislature. Ninety-Ninth Legislature First Session, Legislative Resolution 75.

<sup>31</sup> For more information on Nebraska's P-16 efforts, see: <http://p16.nebraska.edu/about/index.shtml>

<sup>32</sup> State of Nebraska, Office of the Governor. (2005, October 18). News Release. *Gov. Heineman Announces Formation of Nebraska Education Leadership Council.*

*through degree completion with the intent of increasing the overall education level of the state's population and workforce.<sup>33</sup>*

## **Indiana**

*In today's world, as technology contributes inexorably to the productivity demanded by financial and intellectual capital to justify investment; as use of technology is exploding and climbing its way up the functional ladder in virtually all aspects of work and is embedded in virtually every occupation; as the computer and its relatives inside machines constantly push human work to higher orders of thought; as information moves at light speed, communication is ubiquitously enabled and work can be done by anyone from anywhere for anyone anywhere else; as knowledge increases exponentially many times over within the span of a teacher's career – in today's world, it is beyond dispute that the education level required to seize the opportunities and meet the challenges of these developments is rising.<sup>34</sup>*

Traveling along Interstate 70 through western Ohio and eastern Indiana, there is an impression that the farmlands will never end. The bustling metropolis of Columbus is left far behind; Dayton is visible only as a northern exchange, seemingly always under construction. Stopping at a rest area or for gas, one seems strangely out of place not wearing overalls or a John Deere cap. Indianapolis creeps up on you fast. A modern and proud city skyline suddenly juts up on the landscape. Soon, you are in big city congestion worthy of any east coast metropolis.

This is the new Indiana and it is coming fast. Like its next door neighbor Ohio,

Indiana has long been in the basement in terms of four year degrees. The U.S. Census Bureau ranks the state 45th in the nation with only 21.5% of the population with a Bachelor's degree or higher.<sup>35</sup> From all indications, this state of affairs for a lower ten state is about to change. The following excerpt explains why:

*A recent report by Postsecondary Education Opportunity confirmed the progress that Indiana has made in sending more of its students to college. In the space of just ten years, Indiana has jumped from 34th to 10th in the nation in sending its students to college directly after high school. Currently, Indiana sends 62% of its high school graduates to college the next fall. With more than 460,000 students participating, Indiana's higher education enrollment has continued to set records over the past several years. Over the past two decades, Indiana's progress in this area has out-paced the growth in other mid-western states as well as Indiana's own modest population growth.<sup>36</sup>*

Indiana realizes that the future lies not only in how many degrees a state has, but also in its capacity to send increasing numbers of its high school students well-prepared into college. Acting on the notion that rigorous high school coursework is the best indicator of success in college, early in 2005 the Indiana General Assembly passed a bill to require a Core 40 curriculum for high school students by 2011.

In doing so, Indiana became one of a handful of states with a default high school curriculum.

Core 40 began with the Indiana Education Roundtable and the story of P-16 in Indiana is the story of

<sup>33</sup> *Refocusing Nebraska P-16*. (2005). Nebraska P-16 Initiative. At: <http://p16.nebraska.edu/news/refocusing.shtml>

<sup>34</sup> *Middle School Algebra To A Science, Technology, Engineering and Math-Ready Graduate*, State of Indiana, Honor State Grant Proposal to the National Governors Association. Updates available at: [www.nga.org](http://www.nga.org)

<sup>35</sup> Data from the U.S. Census Bureau 2004 American Community Survey. Massachusetts ranks as the top state with 37.4%

<sup>36</sup> From Indiana's Education Roundtable *P-16 e-Newsletter*. June 2005. Available at: [www.edroundtable.state.in.us](http://www.edroundtable.state.in.us)

the Roundtable. Members of the Roundtable are appointed by the governor and superintendent of public instruction, who co-chair the group. The mission of Indiana's Education Roundtable is to improve education for all students and the group is composed of diverse stakeholders including key leaders from K-12 and higher education, business, industry and labor, parents and community, and the Indiana General Assembly. The purpose is to focus collectively on critical issues in education and in the words of the Roundtable, to set and maintain a vision for educational change and student success in Indiana.

The Roundtable is composed of equal representation from business/community and education, along with representatives from the General Assembly. Roundtable members are appointed for their commitment to improving the state of education in Indiana and as leaders in their respective fields. The Roundtable often relies on national experts in an effort to determine informed decisions and recommendations. The Roundtable is notable in that it actively seeks the thoughts and opinions of the public. Roundtable meetings are open to the

public and additional input is encouraged via the Public Comment section on its web-site.

In itself, the Roundtable exemplifies the power of a truly collaborative "think-tank" structure which consistently reviews the education performance of a state. The Education Roundtable is not a new construct for Indiana. In many ways, it is indicative of how long it sometimes takes to change the culture of a state.

The Roundtable was formed in 1998 by then Governor Frank O'Bannon and Superintendent of Public Instruction Dr. Suellen Reed. It was formalized by legislation in 1999 (Senate Enrolled Act 235, 111th session)<sup>37</sup> which charged the group with making recommendations on improving student achievement to the Governor, Superintendent of Public Instruction, General Assembly, and the Indiana State Board of Education. Working in conjunction with the State Board of Education, the Roundtable has repeatedly focused on this challenge. Over the years, Indiana's academic standards have been raised and are now recognized among the best in the nation. Now the state is preparing to embark on even more ambitious plans.

*Just beyond the Indianapolis Arts Garden, a huge glass and steel saucer shaped structure which towers over a whole city intersection, lies the Indiana state Capital and the downtown Hyatt Regency. Built in the late 70s, the Hyatt is a curious blend of hotel and commerce. Flanked on one side by a National City Bank and offices, the hallmark Hyatt lobby soars nearly twenty stories as glass lined elevators soar above an artificial waterfall. Bridging the lobby are small shops and stores including, in what must be a rarity for Hyatts, indoor McDonalds and Subway restaurants. It is as though fast food heaven has met elegant lodging. The refined and the modern together and it is all very egalitarian. Perhaps that is fitting and proper for today the Hyatt is the site of the November meeting of Indiana's Education Roundtable and the Roundtable is very egalitarian.*

<sup>37</sup>The text of this act can be found at: [www.edroundtable.state.in.us/about.shtml](http://www.edroundtable.state.in.us/about.shtml)

*As I take my seat I am joined by an attractive lady whose exuberance is difficult to miss. “I want to sit towards the back” she says. “Because, I have to leave early. You see, I have to leave early but I want to hear what these guys have to say. I think they’re crazy.” I ask why. “Obviously they’ve never been in an inner city school if they think every child can go to college.” In turns out that the young lady is a PTA mom considering a run for the state senate. Present are also persons representing a multiplicity of interests, such as civil rights and the state charter school movement.*

*The meeting drones on, like countless education meetings. First comes a discussion of the state’s NAEP scores. Children in Indiana are above the national average in both math and reading at the 4th and 8th grade levels. The state superintendent points out that even though this is so, the reading scores are flat. Forget that they parallel a national trend since 1992 of being flat. This is not good enough for Indiana. “What does this say if our scores are not changing over time,” says the superintendent. A few states, like Delaware are dramatically increasing. She is checking with her counterpart there to see what they are doing differently.*

*In another report, Indiana is moving to an e-transcript program. Student high school transcripts will be able to be sent electronically to Indiana colleges. This will save counselor time and both students and parents money, perhaps about \$40 per student. Maybe this is not too much money in the scope of state and personal expenditures, but significant nonetheless. It is refreshing to hear about a state concerned about saving its citizens dollars.*

*Matt Gandal from Achieve, Inc. discusses what they have learned with specific instructions for Indiana. He is the epitome of the “national expert” trying to inform a state and Indiana makes use of national and local experts. Gandal tells them that Indiana, like all states, has a problem with high school graduation rates. It is an area the state knows it has to work on. What he says is instructive. “Integrate your data systems. Seek longitudinal data. Allow high schools to know what happens, institute “end of course exams,” etc. It is a national think tank reply to a local situation. Indiana succeeds not because of the solutions of others. It succeeds because of itself.*

*Time is running out on the two hour limit for the meeting. A discussion of Indiana’s grant from the National Governors Association is tabled. At the end, Governor Mitch Daniels notes that no state will be able to succeed in the future without attention to technology and math. This state gets it-the future is now.*

One thing the Roundtable achieves is focus. As with any P-16, results begin to show in a variety of ways as awareness builds throughout the state. While some, like our senatorial hopeful, might disagree with what the Roundtable deliberates, the focus is still there. The national average for completion of a four year degree on time (six years) is 18%. In Indiana, this average is now 21%. One might ask “is this is a direct result of what the Roundtable has done?” While it may not be a direct result of any one program, per se, it is a result of a new focus in Indiana- a focus the Roundtable has helped promote.

Also in 2003, the Roundtable adopted a Phase I of a P-16 Plan for Indiana which included over 70 strategic recommendations centers in ten areas:

- *Academic standards, assessment, and accountability*
- *Teaching and learning*
- *School and district leadership and governance*
- *Early learning and school readiness*
- *Eliminating achievement gaps and ensuring academic progress for all students*
- *Ensuring college and workforce success*
- *Drop out prevention*
- *Higher education and continued learning*
- *Communication*
- *Effective use of technology and efficient use of resources*<sup>38</sup>

The Plan all at once represented a comprehensive road map for action in Indiana. The specificity of recommendations in the plan can be clearly seen in the following section which deals with early learning and school readiness:

1. *Involve parents in planning and implementation of all early learning and school readiness efforts.*
2. *Provide parents, pediatricians, and others who work with children with information regarding cognitive (brain) development and the importance of reading to infants and children.*
3. *Guarantee access to appropriate health screenings and high-quality developmental checkups for all children birth to age 7.*
4. *Focus on reading.*
5. *Make sure every child has access to high quality programs that help prepare them for school.*
6. *Ask Indiana employers to invest in the state’s future workforce by providing or partnering to provide high-quality child care options for employees.*
7. *Make high quality Kindergarten available for all children.*
8. *Establish an Early Learning and School Readiness Commission for coordinating birth to age six early learning and school readiness experiences, giving greater priority to children and family issues, and working to increase the efficiency and effectiveness of programs that serve children and families.*<sup>39</sup>

<sup>38</sup> Indiana’s Education Roundtable. (2003). *Indiana’s P-16 Plan for Improving Student Achievement Phase I*. At: [www.edroundtable.state.in.us](http://www.edroundtable.state.in.us)

<sup>39</sup> Ibid, pp. 10-11.



This type of specificity has provided a unique focus for Indiana and its Education Roundtable.

There will be a phase II to Indiana's P-16 Plan, one dealing with the implementation of recommendations. Here, Roundtable members are not "starry-eyed" optimists. The plan itself lays out an ambitious charge for the state.

*In crafting the P-16 Plan, the Education Roundtable is fully aware of the difficult financial circumstances facing our state, our schools, our colleges and universities, our local communities, and our citizens. Faced with these challenges, some may have concerns about the breadth and anticipated costs of steps outlined in the P-16 Plan. The Roundtable believes that lack of money should not be an excuse for a lack of strategic planning. It is imperative that Indiana have a strategic plan for improving student achievement. The plan should not be just a list of good ideas – but a highly focused framework to guide the state. To implement this strategic plan, it will be necessary to evaluate current expenditures, realize efficiencies, leverage resources, prioritize strategies, and make critical investments to bring about the student achievement outcomes the state desires.*<sup>40</sup>

Indiana, however, may not be immune to issues of politics which surround many P-16 efforts. Homeschoolers in particular seem to have many emerging issues with the P-16 Plan. Yet, the state has been well served by the Roundtable. Though its membership is large by most state standards, representatives here truly represent individuals of influence in state government, education and business.

Codified by legislation (IC 20-1-20.5-1 et seq.,) the Roundtable has extensive

recommendatory power and works extensively through resolutions. A listing of the resolutions adopted by the group over the last several years gives an indication of the scope of the Roundtables interests and recommendations. A full listing is included on the Roundtable website and provides a chronology for one of the longest lasting and most effective state P-16 efforts in the nation.

Indiana's P-16 score card to date remains impressive. The Roundtable effort has survived a change in governors and has been established in legislation. It continues to involve leaders across sectors and maintains close linkages to state legislators. Here, as in Georgia and Tennessee, the Roundtable is favored with competent and knowledgeable staff coordination in the person of Cheryl Orr. Orr, like Kettlewell in Georgia, is the focal point for P-16 efforts in the state. While Indiana's governor, unlike in Georgia, is quite involved with the roundtable, Orr does the challenging staff work and maintains the institutional memory.

Perhaps most importantly, the Roundtable has historically sought and invited public opinion. While the Roundtable and the P-16 Plan may not be dinner conversation at every house in Indiana, it is clear that many know, appreciate, and even oppose actions of the group. Web-based input is printed and distributed to members. The following illustrates the importance and visibility of the Roundtable to one particular student:

*I am a high school student that excels in the area of mathematics. Currently, I am doubling up on my math classes, Geometry and Algebra Two. I would be interested in taking math courses at the honors level. I recently asked our*

<sup>40</sup> Ibid, p.2.

*math chair why the school doesn't offer them; and she responded that they can just offer what is approved by the state's DOE. I can tell that the math teachers want to be able to teach more advance versions of math courses for students that can handle the challenge and preparing AP Calculus. Why should AP English have Pre-AP classes and not the math department? Please consider my plea for allowing enough preparation for AP Calculus.*<sup>41</sup>

If students like this and the public in general continues to identify with the Education Roundtable, then Indiana's long term effort will continue to succeed.

## Illinois

*The Illinois P-16 Education Collaborative is a cooperative effort among Illinois educators to improve teaching, learning, and achievement statewide.*<sup>42</sup>

Illinois maintains a P-16 collaborative which has largely focused in the past on teacher development and school leadership issues. Largely formed of both K-12 and higher education representatives, the collaborative has included business representation such as the Civic Committee of the Commercial Club of Chicago in the past. The original P-16 Partnership was formed in 1999 by the State Board of Education, the Illinois Community College Board, and the Board of Higher Education (IBHE).

Progress of the collaborative is often difficult to ascertain though a rather comprehensive summary of accomplishments to date and future challenges was published in 2004.<sup>43</sup> Much of what happens in P-16 in Illinois takes place at the agency or university

level and several local initiatives are in place.<sup>44</sup> As IBHE notes:

*Illinois higher education holds a responsibility to support and improve Illinois' entire educational system from preschool through college. In collaboration with ISBE, ICCB and the business community, the staff works to address the transition of high school graduates into college and their success and persistence in college, teacher shortage areas, quality of teacher and school leader preparation and professional development programs, the development of degree programs, and procurement of federal resources to advance educational reform across the state.*<sup>45</sup>

A recent document on the progress in implementing an Associate of Arts in Teaching degree can also be found on the IBHE web site. While Illinois still lacks a legislated P-16 Council, the state remains one of the few in which P-16 language and thinking has been present for an extended period of time. This thinking has impacted a wide spectrum and has been reflected in continuing deliberations on college readiness and even in the state's K-12 system of assessment, the Prairie State Assessment.

## Missouri

Missouri is another example of a senior state P-16 approach created by an interagency agreement. In 1997 in order to promote high standards and smooth transitions for all students, Missouri formed a K-16 Coalition. The Coordinating Board for Higher Education (CBHE), the State Board of Education (SBE), and the University of Missouri Board of Curators (UM) were cosponsors.

<sup>41</sup> Indiana's Business Roundtable. (2006). *Public Comment November 29, 2005—January 17, 2006*. Indianapolis: author.

<sup>42</sup> Illinois Educator/Illinois P-16 Collaborative. *P-16 in Illinois* at: [http://www.p16.illinois.edu/P16\\_in\\_illinois.html](http://www.p16.illinois.edu/P16_in_illinois.html)

<sup>43</sup> The spring 2004 update can be downloaded from the *P-16 in Illinois* site.

<sup>44</sup> A listing of P-16 collaborations across the state can be found at: [http://www.p16.illinois.edu/resources/IL\\_collaborations.html](http://www.p16.illinois.edu/resources/IL_collaborations.html)

<sup>45</sup> Illinois Board of Higher Education. (N.D.) *Academics > P-16* at: <http://www.ibhe.org/Academic%20Affairs/p16.htm>

The first project of the coalition was the publication of Mathematics in Missouri in 1999. This report focused on teacher quality as one of several critical strategies for improving mathematics learning in Missouri schools. The report also called for the continued use of performance funding incentives to support high entrance and exit standards for teacher education programs. Math has remained a major focus of the coalition.

In 2001, the coalition created another major initiative by appointing a K-16 Task Force on Achievement Gap Elimination (K-16-TAGE), The Task Force on Achievement Gap Elimination, chaired by former Missouri Commissioner of Higher Education Charles McClain. The task force made several key recommendations which are worthy of note:

### **Primary Recommendations**

- *Design a financial incentive of at least \$10,000 annually per teacher to attract the highest-quality new and continuing teachers to low-performing schools and retain them at these schools.*
- *Hold teacher preparation programs that admit under prepared students accountable for the performance of their graduates and implement new teacher certification policies for graduates of out-of-state institutions.*
- *Establish standards for the quality of teaching in a building and the quality of building leadership in a district.*
- *Assess the content knowledge of teachers in low-performing schools*

*and provide content-based professional development for those with deficiencies.*

- *Implement an effective accountability system for Regional Professional Development Centers (RPDCs).*
- *Design teacher education programs to increase understanding of urban education.*

### **Secondary Recommendations**

- *Develop a coordinated K-16 data collection process for analyzing student performance.*
- *Use the results of research to align teacher education programs and certification requirements and to enhance the state's ability to evaluate teacher education programs.*
- *Reward professional development with higher pay on school district salary schedules when professional development is directly relevant to an individual's school district position.*
- *Design fast-track teacher certification programs that target quality mid-career and retired professionals for recruitment into the teaching profession.*
- *Develop a statewide, competency-based, articulated teacher education curriculum for the first two years of college.*
- *Increase public recognition and prestige of leaders of schools or school districts that make significant academic improvements.<sup>46</sup>*

This report was presented in 2004, since that time, activities of the coalition are unclear.

<sup>46</sup> Missouri Department of Higher Education. *Achievement Gap Elimination: Report of the Missouri K-16 Task Force* at: <http://www.dhe.mo.gov/achievementgapreport.shtml>

## Minnesota

NGA's Honor Grant program has instilled new life into the Minnesota P-16 effort which began in 2001, when Education Minnesota, a statewide association of educators, invited several groups to consider ways to improve professional development for teachers. Soon the idea was expanded to other areas of collaboration, and more partners. In 2003, the partnership was formalized.

In addition to Education Minnesota, the partnership included the Minnesota State Colleges and Universities system (MnSCU), the University of Minnesota, the Minnesota Department of Education, the Minnesota Private College Council, the state Higher Education Services Organization, the Minnesota Career College Association, the Minnesota PTA and several other K-12 and teacher education groups. Early on, the partnership launched three initiatives: an "e-mentoring system" with skilled teachers utilizing Internet technology, to mentor beginning teachers; a research project examining why many students needed "developmental" or remedial math when entering college; and a study of possible strategies to "align" high school and college math tests, using one test as a high school assessment and a college placement exam.

At this point, Minnesota had put into place some laudable but fairly standard goals for a state interagency agreement. When in 2005, Minnesota received their Phase I Honor States Grant one of the specified project outcomes was to strengthen the Minnesota P-16 Education Partnership in order to improve system-wide coordination of high school and post-secondary education. Included in this was work-

readiness, certification and training programs, and two-year and four-year college and university programs. Another goal was to establish a comprehensive reporting program to monitor P-16 system effectiveness and public accountability

Governor Tim Pawlenty also launched an education council in October of 2005 with the specific goals of: Setting statewide goals, benchmark targets for P-16 student achievement; receiving regular reports will be made on the NGA grant project outcomes measures; and promoting a minimum education level of K-14 is being promoted for all students. In this renewed state, Minnesota's P-16 Partnership in 2006 was focusing on the following objectives:

- *A feasibility study and implementation plan for one P-16 system to better track student achievement and graduation*
- *Drafting of student college and work readiness knowledge and skills for reading, writing, and mathematics which are to be folded into standards revision process*
- *Identification of options to align the state mathematics assessment with postsecondary needs for implementation in 2006-07*
- *Plans to reduce student remediation in postsecondary*
- *Recommending effective college access programs to all high schools*
- *Coordinating and linking web sites for career and postsecondary planning to encourage student and parent use*

- *The creation of a higher education accountability system being developed by the Minnesota Office of Higher Education in consultation with education and community leaders<sup>47</sup>*

All recommendations and reports in this sequence are to be completed in the Fall of 2006.

## Oregon

Heralding back to a governor's executive order in 1992 calling for joint meetings between K-12 and higher education, Oregon ranks as perhaps the oldest state-level P-16 approach in the nation.

Oregon had some substantial successes in its initial effort. For instance, there was the Proficiency-Based Admissions Standards System (PASS) which sought to align high school completion and college entry standards. This project became the focus of a major study by the Stanford Bridge Project.

Oregon's current efforts in what it is tagging as a PK-20 approach began in 2005. The State Board of Education (K-12/community colleges) met with members of the Board of Higher Education to discuss systems-related issues including a PK-20 vision for education, systems alignment, high school diploma, integrated data systems, and a unified education enterprise budget. Subsequently, the Bill and Melinda Gates Foundation awarded the Oregon Department of Education a \$1.75 million grant to support statewide efforts to redesign high schools and also to address PK-20 systemic improvements.

The grant targeted four areas: high school graduation/diploma

requirements; systems alignment and integration; PK-20 budget and system performance measures; and enhanced communications. The grant was projected to extend through June 2007.

What Oregon has done – with this grant, and a combination of federal and state funding sources, funds from the Wallace Foundation, Lumina Foundation, Oregon Business Council and others – has been to create the PK-20 Redesign Workplan which dwarfs most state level efforts in its implications. If successfully executed, Oregon will have one of the most comprehensive P-16 (PK-20) approaches in the nation.

In partnership with the governor's office, the plan is addressing the target areas through a series of goals and objectives which warrant an extensive review here as they give an overall picture of the scope of this project and can serve as a roadmap for other states.

- *Review course requirements for high school students, increase the number of credits required for graduation in core subjects, and develop proficiency based diploma based on alternative assessment and evaluation models.*
- *Ensure the rigor and relevance of Oregon's K-12 content standards and assessments.*
- *Review current system capacity, need, and cost for developing larger teacher pool*
- *Increase access to and success in postsecondary education through enhanced advising and other student support.*

<sup>47</sup> These points are taken from the document *NGA Honor States Grant Award to Minnesota "Learning in a Digital Age: Math and Science at the Heart of HS Reform."* Minnesota Department of Education, September 2006. Available at: <http://education.state.mn.us>



- *Increase access to and success in postsecondary education through accelerated learning options for students...*
- *Expand high school literacy and mathematics initiatives, with focus on those that target low-performing schools and students, as well as at-risk students; identify and remove barriers for rigorous curriculum for low income and ELL students.*
- *Develop/identify high school exit proficiencies including common core of knowledge/skills that are articulated to postsecondary entrance and placement requirements; align K-12 standards and college and workplace placement tests.*
- *Expand work with high school pilot sites to determine rigor and comparability of credit for proficiency and performance-based assessments; and identify, showcase, and disseminate best practices.*
- *Provide high quality professional development and training to teachers, counselors, and administrators.*
- *Conduct external review and evaluation of K-12 content standards and assessments to determine sufficiency and proficiency levels at each benchmark level and alignment with postsecondary entrance requirements.*
- *Use statewide assessments to increase alignment K-16 and facilitate smooth transitions to postsecondary education and training*
- *Support capacity building efforts to adequately support school districts throughout the state; develop regional delivery system for supporting school improvement*
- *Create a unified vision for education in Oregon, streamline and improve education governance and accountability (review Oregon's education governance system, propose new governance models as developed by Joint Boards, review current method for funding education, review/develop new finance models resulting in comprehensive PK-20 budget rather than separate budgets representing PK-12, community colleges, and higher education)*
- *Create integrated data system to connect components of the data systems of the state's public education sectors (PK-12, community college, university systems) to achieve clearer simpler paths for students to higher levels of learning, remove data bottlenecks and provide better availability of student information for advising and student support.*
- *Align Oregon Report Card and AYP, develop student level growth model and district profile in revised Report Card.*
- *Align the work plans of K-14 and Higher Education Boards.*
- *Help citizens and parents understand why it is essential for all PK-12 students to prepare for postsecondary education and workforce to be viable and competitive in the knowledge economy; facilitate dialogue and public engagement around PK-20 education vision and goals.<sup>48</sup>*

<sup>48</sup> Oregon Department of Education. *Implementation of Oregon PK-20 Redesign Workplan Status Report 11/1/05 – 6/15/06*. At: <http://www.ode.state.or.us/stateboard/statua-report-pk20-workplan-5-10-06.pdf>

## **Tennessee**

Since November, 2004 the Tennessee P-16 Council has not met nor given direction to these councils; however, they have persisted toward their goals as outlined in the petitions:

1. *Improve student learning at all levels and strengthen the connections between preschool, K-12 and higher education.*
2. *Ensure all students have competent, caring and qualified teachers, and*
3. *Increase public awareness of the link between an educated citizenry and a healthy economy.*

*Although the goals are broad, the Councils have evolved both locally and regionally to initiate activities and programs that move toward accomplishing the greater goal.*  
*– Jill Eatherly, Director for Local P-16 Coordination, Tennessee Board of Regents<sup>49</sup>*

Tennessee is probably the state with the most forward approach to the establishment of local and regional P-16 Councils of Education. Led by Dr. Paula Myrick Short and Jill Eatherly of the Tennessee Board of Regents, this state understands the fundamental notion that reform must proceed from the grassroots. Yet, the state level council which began ambitiously and well over five years ago is inactive.

P-16 in Tennessee is not a new concept and can rightly be said to have originated in the 1990s with the creation of Tennessee Tomorrow, Inc. (TTI) in 1994. Tennessee Tomorrow is a statewide partnership of public, private and academic leaders focused on long-term economic development initiatives focused on enabling the state to become more competitive in the global-knowledge economy.

*TTI's mission is to be a catalyst that provides a vision to improve the quality of life for all Tennesseans, with a primary focus on prekindergarten through college public education.<sup>50</sup>*

The organization was formed as a bipartisan, 501 [c] [3] corporation.

The Tennessee P-16 Council subsequently evolved from Tennessee Commission on Education Quality in 2001 (also a public/private sector partnership) which subsequently evolved into the Tennessee P-16 Council with an emphasis on the following goals:

1. *Improve student learning at all levels and strengthen the connections between PreK-12 and higher education,*
2. *Ensure that all students have access to competent, caring and qualified teachers, and*
3. *Increase public awareness of the link between an educated citizenry and a healthy economy.*

The council then proceeded to encourage the establishment of local P-16s throughout the state. Recognition of these local councils would be extended by the state council.

In 2003 the council indicated that recognized local councils would be invited to participate in a Tennessee P-16 Network. The purpose of that network was to build “communication linkages and bring representatives of local councils together to share ideas, issues and best practices”. Local councils, the state P-16 reckoned, would have the opportunity to share speakers and resources by aligning their goals and objectives through quarterly meetings and planning sessions. The quarterly meetings were envisioned to be aligned with state meetings to provide an opportunity for local councils to identify issues and share ideas. A report from the State P-16 Network was to be on the agenda

<sup>49</sup> Eatherly, J. (2005). *Tennessee P-16 Network Council Updates*. Nashville: Tennessee Board of Regents

<sup>50</sup> From: <http://web.archive.org/web/20050209101031/www.tntomorrow.org/>

for each of the Tennessee P-16 Council meetings. If one visits the website of the Tennessee P-16 Council today, no mention of P-16 will be found; however, www.web.archive.org archives the older pages and an early view can be found there. State administrations change; focus changes. Yet, in 2003 before it became inactive the Council did something which set the stage for Tennessee to become a leader in the establishment of local and regional P-16s.

The Council decided that the Tennessee Board of Regents would administer the

activities of the State P-16 Network in collaboration with Tennessee Tomorrow, Inc. This was to include:

- *Information and assistance*
- *Facilitation of organizational meetings*
- *Management of P-16 database,*
- *Communication and scheduling of state and regional meetings,*
- *Distribution of resource materials and other pertinent information,*
- *Liaison service between local councils and state council as needed.*

*It is a dull and dreary day in Nashville Tennessee as over 100 college presidents, K-12 educators, business and community representatives gather for the 2006 meeting of the Tennessee P-16 Network. It had rained the day before and Nashville's promise of an early warm spring has dissipated as cold winds attempt to dry up the sodden ground and wet landscapes. Today, 12 local and regional efforts will be showcased in a meeting slatted to last six hours. Representatives have come from all over the state.*

*The meeting is held in what the residents of Nashville somewhat lovingly and sometimes disparagingly refer to as the "Batman Building." Batman is the headquarters of Bell South in Nashville and from a distance, the building with its twin towers does look exactly like the cowl of the "caped crusader." The irony is that the building has lent a distinctive touch to the Nashville skyline. Like the pyramids of Giza, or the Eiffel Tower in Paris, or the St. Louis Arch and the Seattle Space Needle, this building defines Nashville as one travels north on I-65. It can not be ignored; it says "you are here." Representatives gather for coffee and tea. There is no buffet breakfast here. The Tennessee P-16 effort runs on a shoe-string and this is probably to the best. The day begins as Dr. Charles Manning, chancellor of the Tennessee Board of Regents offers greetings. He is followed by Dr. Paula Myrick Short, the vice-chancellor, who sets the tone for the day. Dr. Short refers to the new National Science Academies publication, "Rising Above the Gathering Storm." The urgency is there. Tennessee must meet the challenge. For the next seven hours, each of the 12 P-16s will showcase a best practice they have been developing. At 11:15, I will deliver a keynote on lessons learned from "P-16: The Last Education Reform, Book I." This is followed by a working lunch during which Joe W. Barker, Assistant*

*Commissioner for Tennessee Economic and Community Development makes an announcement which rivets the group. Communities applying for development monies under the state's "Three Star" program will receive additional points if they have an established P-16 council.*

*The councils continue to showcase finishing with a "spotlight" presentation on the Mid-East Regional and Hamblen County P-16s. It is a long day, but the showcasing is critical. Above all, this is a network. The individual P-16s become aware of what others are doing throughout the state. At times they are proud; other times they are challenged. The day ends with a power point slide from Hamblen County. "It's not about the turf. It's about the grassroots." This is where Tennessee is, the largest grassroots movement in the nation to establish P-16s.*

Tennessee is an example of how a state agency, in this case the Board of Regents, can work to enable and empower a grassroots P-16 movement. Each of the P-16s is unique and tailored to meet the needs of their specific geographic areas. Each also reflects the current levels to which collaboration has been achieved in various parts of the state. P-16 is often not a "straight line" process. Some are achieving very solid school-college partnerships, such as the Jackson and Southeast P-16s; others are focusing on high school to college transitions, such as the Northwest P-16 which focuses on strengthening the senior year or enabling dual enrollment options which do not drain much needed dollars from districts, such as the North Central P-16.

### **Florida**

*The mission of Florida's K-20 education system shall be to increase the proficiency of all students within one seamless, efficient system, by allowing them the opportunity to expand their knowledge and skills through learning opportunities and research valued by*

*students, parents, and communities.*  
—The Florida Statutes 1008.31

To date, Florida is the only state to have passed a law placing all sectors of education under a single governing board. While some see a unified, legislative system of education as a sort of P-16 "utopia", Florida's experience raises considerable doubts in the minds of others.

For one thing, there was the issue of motivation in establishing the system. In 1998 Florida voters approved a constitutional amendment that created the new state Board of Education and changed the Commissioner of Education from an elected to an appointed position. The amendment also charged the board and the commissioner with supervising the state's "system of free public education." There was controversy as to whether voters intended to include higher education or were concerned only with elementary and secondary schools.

There was also considerable tension at that time between the Florida Board of Regents and the Florida Legislature.

Two high profile projects, a new medical school at Florida State University and new law schools at Florida International and Florida A&M were turned down by the regents. The legislature reversed both decisions. The new K-20 system (HB 2263) passed in 2000 eliminated the Board of Regents and placed the entire system under the Florida Board of Education. Yet two years later, the Florida Board of Governors was created by voters to provide leadership and coordination of Florida's public universities, with a new chancellor in place. The Board of Governors originated from a ballot initiative led by Florida's U.S. Senator Bob Graham who had objected to the elimination of the original regents. Now the new governing board significantly is ensconced in the state constitution and can not be eliminated without another constitutional amendment.

*The board of governors shall be a body corporate consisting of seventeen members. The board shall operate, regulate, control, and be fully responsible for the management of the whole university system. These responsibilities shall include, but not be limited to, defining the distinctive mission of each constituent university and its articulation with free public schools and community colleges, ensuring the well-planned coordination and operation of the system, and avoiding wasteful duplication of facilities or programs.*<sup>51</sup>

Now with both a new state Board of Education and new Board of Governors in the state constitution, Florida seems poised for continuing controversy over just who is in charge of its public system of higher education.

All of this aside, Florida has made some considerable progress in the K-20 arena. Among these are:

- *The implementation of a Common Placement Test (CPT) to assess the basic computation and communication skills of students who intend to enter a degree program at any public community college or state university. In practice, this is largely used by community colleges as most students who target entry into four year institutions also test on the ACT or SAT.*
- *Creation of a statewide college course numbering system and a statewide student data system.*
- *Articulation and acceleration agreements between every school district and a community college, dual credit arrangements and understandings.*<sup>52</sup>

The State Board of Education has periodically adopted K-20 Education Strategic Plans. The most current plan (2005-2007) was approved in May of 2006. Plans center on four distinct goals:

1. Highest Student Achievement
2. Seamless Articulation and Maximum Access
3. Skilled Workforce and Economic Development
4. Quality Efficient Services

Additionally, plans deal with eight strategic imperatives. These are: teachers, standards, students, leaders, choice, workforce, return on investment, and access.

Florida also has one other component within its K-20 system of education which makes it fairly unique among states—a constitutional amendment governing class size in K-12 schools.

<sup>51</sup> For Florida's past and current K-20 Strategic Plans, see: [http://www.fldoe.org/strategic\\_plan/](http://www.fldoe.org/strategic_plan/)

<sup>52</sup> From the *Florida Constitution: Article IX Education*. At <http://www.leg.state.fl.us/Statutes/index.cfm?Mode=Constitution&Submenu=3&Tab=statutes#A09S02>



*To assure that children attending public schools obtain a high quality education, the legislature shall make adequate provision to ensure that, by the beginning of the 2010 school year, there are a sufficient number of classrooms so that:*

- 1. The maximum number of students who are assigned to each teacher who is teaching in public school classrooms for prekindergarten through grade 3 does not exceed 18 students;*
- 2. The maximum number of students who are assigned to each teacher who is teaching in public school classrooms for grades 4 through 8 does not exceed 22 students; and*
- 3. The maximum number of students who are assigned to each teacher who is teaching in public school classrooms for grades 9 through 12 does not exceed 25 students.<sup>53</sup>*

Whether or not such a component will have a major impact within the context of Florida's K-20 system of education remains to be seen. What is certain is that the state has embarked on a journey, often aided and perhaps sometimes abetted by constitutional and legislative mandates in its quest to establish a seamless system of education.

Ultimately, the success or failure of the Florida approach may be determined by its statewide student data system and the legislature's interest in performance funding, along with continued accountability for the entire system.

### ***Louisiana***

*Four Louisiana universities will receive grants from the Board of Regents totaling more than \$2.6 million to establish partnerships aimed at*

*improving selected underperforming elementary schools and high schools across the state. The awards, approved today by the Board of Regents, will fund the most promising proposals submitted under the Board of Regents "K-16 Partnerships for School Reform" (K-16 PSR) program. The funded proposals were judged by independent, external evaluators to have the strongest potential for improving student and school performance. – April 26, 2006<sup>54</sup>*

In 1999, the Louisiana Board of Regents and State Board of Elementary and Secondary Education launched an agency initiated P-16 commission. Progress on this commission has been difficult to chart as no web site is maintained. However, one specific outcome of the commission was that every university was to have a P-16+ Council to work with area school districts, the spirit of which is reflected in the above quote.

Advances also seem to have taken place in testing with ACT's complete EPAS system (EXPLORE, PLAN and ACT) being made available on a voluntary basis to all districts in the state.

### ***Pennsylvania***

Pennsylvania is another agency initiated state P-16 effort which began in 2000. Here, the Pennsylvania Department of Education has teamed with the Academy for the Profession of Teaching and Learning, part of the Pennsylvania State System of Higher Education.

The Pennsylvania effort has largely centered on teacher preparation and professional development with an additional emphasis on math achievement. A major current program is Aligning Curriculum to

<sup>53</sup> Ibid

<sup>54</sup> Louisiana Board of Regents. (2006, April 26). Regents Approve "K-16 Partnerships for School Reform" Grants. News Release.

Standards in Pennsylvania (ACTS in PA): A K-16 Teacher Quality Enhancement Initiative.<sup>55</sup>

Significantly, regional P-16 Councils have evolved in Pennsylvania and the overall progress of P-16 in the state is largely reflected in the work of those councils. They are:

- Philadelphia/West Chester P-16 Consortium
- Clarion Regional K-16 Council
- Western PA K-16 Council
- North Central Pennsylvania Regional K-16 Council
- Central Pennsylvania Regional K-16 Council
- Millersville/Lancaster Regional K-16 Council
- Northeast Pennsylvania K-16 Council

### **Kentucky**

*The P-16 Council was formed to help Kentucky achieve its ambitious goals for education reform by improving cooperation and communication among elementary, secondary, and postsecondary teachers and administrators. Kentucky trails national averages for percentages of its population that go to college, persist, and graduate. The P-16 Council champions initiatives that motivate Kentuckians to complete high school and postsecondary education.*<sup>56</sup>

The Kentucky Board of Education and the Kentucky Council on Postsecondary

Education created the Kentucky P-16 Council in the spring of 1999. Ostensibly created to foster greater communication between the two sectors, the council actively pursues the twin goals of having more Kentuckians graduate from high school and complete postsecondary education.

Major initiatives have centered in several key strategic areas. These are:

- *Aligning the curriculum and requirements between high schools and colleges.*
- *Increasing teacher quality through improved preparation and professional development.*
- *Increasing the number and diversity of students attending college.*<sup>57</sup>

In the years since its formation, the council has put together an impressive list of initiatives and programs targeted at these goals and strategies. As the council relates its achievements, it notes that it has accomplished the following:

- *Sponsored Kentucky's participation in The American Diploma Project to help align high school graduation standards with specified postsecondary and employment needs.*
- *Sponsored statewide teams of P-12 teachers and postsecondary faculty in mathematics and literacy who recommended consistent expectations for student learning to reduce the need for postsecondary remediation.*
- *Endorsed large-scale projects to improve mathematics and science teaching in the middle schools.*

<sup>55</sup> Information on this initiative can be found at: <http://www.pa-academy.org/acts/>

<sup>56</sup> From *Statewide P-16 Frequently Asked Questions* at the Kentucky Council on Postsecondary Education web site: [http://cpe.ky.gov/committees/p16/p16\\_faq.htm](http://cpe.ky.gov/committees/p16/p16_faq.htm)

<sup>57</sup> Ibid

- *Promoted diagnostic testing in mathematics to help high school students identify academic deficiencies that they should correct before entering college.*
- *Promoted funding proposals for innovative approaches to teacher education and endorsed statewide symposia of chief academic officers and deans of arts and sciences and education to improve the preparation and teaching effectiveness of P-12 teachers.*
- *Endorsed a large-scale statewide survey of high school age youth about their attitudes toward postsecondary education.*
- *Endorsed a statewide public communication campaign to promote postsecondary education for all Kentuckians.*
- *Coordinated involvement of the Kentucky Virtual University in projects to extend the access of education to students of all ages and to expand professional development opportunities for teachers.*
- *Sponsored a \$20+ million statewide GEAR UP grant to prepare economically disadvantaged middle school students for college.*

- *Oversaw the formation of local P-16 councils across the Commonwealth.*<sup>58</sup>

These achievements are discussed in greater length in a document *Kentucky P-16 Collaboration: A Review After Six Years*<sup>59</sup> which represents one of the better available documents illustrating state P-16 efforts over time. More recently, the council is dealing with issues such as dual credit and, in April of 2006, the Kentucky Department of Education recommended that an Interagency Task Force on Dual Credit be established to include representation from the Department of Education, the Council on Postsecondary Education, the Education Professional Standards Board, local districts, and public and independent institutions.

Significantly, the board stressed that this task force take the broader view of dual credit as incorporating multiple credit-based transition programs. A recent draft vision statement notes that “every student shall have equitable access to a broad base of educational opportunity, including dual credit that prepares him or her for success in postsecondary education and work.”<sup>60</sup> Rather comprehensive agendas for Kentucky’s P-16 Council can be found on the web and make for interesting reading.<sup>61</sup>

<sup>58</sup> Ibid

<sup>59</sup> Kentucky Council on Postsecondary Education. (2005). *Kentucky P-16 Collaboration: A Review After Six Years*. At: <http://cpe.ky.gov/committees/p16/>

<sup>60</sup> The draft of this *Vision for Dual Credit in Kentucky* was shared at the September 20, 2006 meeting of the state P-16 Council

<sup>61</sup> These can be seen at: <http://cpe.ky.gov/committees/p16/>



## Chapter Three: P-16: The New Wave

**Virginia, Hawaii, Arkansas, Arizona, California, Colorado, Delaware, Kansas, Nevada, Rhode Island, Maine, and Ohio**

What we are seeing in 2007 is what might be termed the “new wave” of state P-16 efforts. In this wave are states such as Virginia, Arizona, Maine, Rhode Island and others. Many of these newer efforts have been prompted by NGA’s Honor State grants and have little track record at present.

### **Virginia**

*Acting in an advisory capacity, it is anticipated that over time, the P-16 Education Council will make recommendations on ways to create a more integrated, seamless education system. This may involve examining and considering complex issues, including transitions between all levels of education, college readiness, testing, teacher education, college admissions*

*policies, governance, and institutional turf issues, to name just a few.*<sup>62</sup>

Created by former Governor Mark Warner’s *Executive Order 100* in October of 2005, a primary responsibility of Virginia’s P-16 Council is to advise on initiatives emerging from Virginia’s NGA Honors State grant which focuses on the development of effective models to redesign high schools and improve the transition of ninth graders from middle school.

Warner himself was the serving as Chairman of the National Governors Association and had emerged as a major advocate for state P-16s. In fact, earlier that year in June Warner and Governor Tim Pawlenty of Minnesota had convened a small group of national

<sup>62</sup>From: Virginia’s P-16 Council at: <http://www.education.virginia.gov/Initiatives/P-16Council/Purpose-Role.cfm>

leaders in Washington to discuss what ideas or solutions should be proposed in federal education policy to reinforce and support state P-16 efforts. Much of this was an immediate offshoot of NGA's attention under Warner of the "need for states to enact real, tangible system-wide reform of high school in order to allow every student to graduate better prepared either for college or a successful career." Additionally, as he told a large group of national and state leaders earlier in 2004:

*The time has come for legislators, policymakers and education leaders to begin thinking of early learning, elementary, secondary and postsecondary education one system, and not several disparate systems.*

*By increasing educational opportunities for all, aligning curricular requirements and expectations across all levels of education, implementing seamless data systems, and making the system easier to understand for parents, students and teachers, a fluid P-16 system will increase student achievement and close historic gaps between groups of students.<sup>63</sup>*

As a recipient of an Honors State grant from the organization chaired by their governor, Virginia's stake in P-16 appeared to be high. Additional specific responsibilities of the Virginia P-16 Council were charted as including:

1. Identification of opportunities to better coordinate the state's education reform efforts from preschool to graduate school.
2. Serving as a steering committee for oversight of the state's education reform activities as part of the NGA Honor States Grant.

3. Developing approaches to improve transitions among levels of education, promote student success, and encourage students to continue their education.
4. Considering strategies for data systems that provide information about students at all educational levels.
5. Making any other recommendations as may seem appropriate.<sup>64</sup>

All of this aside, Warner is now out of office in Virginia. P-16s created by executive order have no guarantee beyond the tenure of any governor. The future success of the state's P-16 Council beyond the Honor States grant will be dependent here, as many places, on the quality of interagency leadership and collaboration present in the state.

The council is currently chaired by Dr. Thomas R. Morris, the state's Secretary of Education, and representation is maintained on the council by members of the Virginia House of Delegates.

Minutes of the council show the group rapidly gaining in awareness of the complex issues surrounding P-16 education in the 21st Century.

## **Hawaii**

*All Hawaii residents will be educated, caring, self-sufficient, and able to contribute to their families, to the economy, and to the common good, and will be encouraged to continue learning throughout their lives.<sup>65</sup>*

In Hawaii, it's known as P-20. It was in 2001 that a task force of elected officials and representatives from the University of Hawaii, the Hawaii Department of Education and the Hawaii

<sup>63</sup> Warner, M. (2004, December 3). *Remarks at Second Annual National High School Leadership Summit*. Washington D.C.: U.S. Department of Education.

<sup>64</sup> From *Virginia's P-16 Council: Purpose, Rules and Goals* at: <http://www.education.virginia.gov/Initiatives/P-16Council/Purpose-Role.cfm>

<sup>65</sup> From: *What is P-20. The Hawaii P-20 Initiative* at: <http://www.p20hawaii.org/itemview.asp?itemid=1000504&itemtype=comarticle>



Association of Independent Schools, met to consider how institutions in the state might transcend traditional boundaries to address in the broadest possible context the issue of education and what it could mean for the people of Hawaii. By 2003, the work of the task force had led to the creation of a white paper, *United for Learning: The Hawaii P-20 Initiative*, and to the formation of a P-20 Council.

The council was not created legislatively and membership remains voluntary, though crossing multiple sectors. Focusing heavily on transition points in P-20, the council has worked on helping to foster data collection across the entire system and policy development.

Some early grant dollars, such as a \$500,000 grant from the Kellogg Foundation in 2003, have helped further the council planning. In 2004-2005, the council also issued a series of grants to what it considered exemplary grass roots program efforts across the state along the P-20 continuum.

One of the most impressive council accomplishments to date has been the formulation of an extensive and comprehensive P-20 strategic plan for the 2006-2010 period. This plan outlines six major goals for the state.

- *Establish a P-20 data collection and assessment system.*
- *Utilize the statewide leadership network to analyze data.*
- *Utilize the statewide leadership network to implement policies.*
- *Utilize the statewide leadership network to communicate key P-20 messages.*

- *Utilize the statewide leadership network to identify and recruit resources.*

- *As a result of all of the above, enable and nurture exemplary P-20 communities.<sup>66</sup>*

## Arkansas

Arkansas has created an interagency P-16 partnership which involves the Arkansas Department of Education, the University of Central Arkansas and the state Department of Workforce Development. The primary goals of the partnership are:

*...improved student achievement, and improved quality of teaching. .Student. and teacher. refer to all students and teachers without regard to level of education or age. The P-16 Partnership will recommend, to the senior staff of the three state education agencies, a comprehensive five-year P-16 Plan for education in Arkansas. P-16 Partnership activities are funded by a federal grant under the Teacher Quality Enhancement Program administered by the Arkansas Department of Higher Education.<sup>67</sup>*

More recently in May of 2006, under an NGA Honor States Grant, the state awarded a \$200,000 contract to a state-based communications firm with experience building coalitions and public will to promote the new Smart Core curriculum<sup>68</sup> (a college-ready curriculum required for high school graduation). In another P-16 related activity, the Arkansas legislature passed a bill that requires all high schools to offer at least four Advanced Placement (AP) classes, one in each of the core areas of math, science, English and social studies, by the 2008-2009 school year.

<sup>66</sup> *United for Learning: The Hawaii P-20 Initiative Strategic Plan 2006 – 2010* may be downloaded from: the web site of the Hawaii'i P-20 Initiative at: <http://p20hawaii.org/default.asp>

<sup>67</sup> *Arkansas P-16 Partnership Summary* available at: <http://www.arkansashighered.com/p16.html>

<sup>68</sup> *Smart Core* is featured on an extensive web site: *Next+Step for Arkansas' Future* at: <http://www.nextsteparkansas.org/splash.html>

## Arizona

*The P-20 Council shall explore ways Arizona can achieve a more effective, efficient and equitable education pipeline through some or all of the following strategies:*

- *Aligning high school, college, and work expectations to meet industry-specific skill sets in high-growth, high-skill occupations that will bring economic prosperity and diversity to Arizona.*
- *Helping students at all levels meet higher standards and prepare for formal education and workforce training beyond high school.*
- *Giving all students the excellent teachers and leaders that they need, particularly in the areas of math, science and literacy.*
- *Strengthening high school and postsecondary accountability systems to better prepare students for college and increase enrollment and completion rates.*
- *Improving middle school and elementary school standards to ensure high school preparedness for math and science.*
- *Ensuring clear pathways for all students to obtain college degrees, regardless of point of entry.*
- *Assessing the need to expand four-year degree programs at post-secondary institutions.*<sup>69</sup>

When Janet Napolitano became governor of the state of Arizona in 2001, education became her top priority. By her 2006 State of the State Address amidst calls for increased border

security and tax relief, it was still clear that education ranked as a top priority for this governor who at the same time was calling for pay increases and more professional development for teachers, along with increased funding for the state's colleges and universities.<sup>70</sup>

Governor Napolitano co-chairs the P-20 Council along with Dr. Rufus Glasper Chancellor, Maricopa Community Colleges. For a young effort, the council which brings together K-12 and higher education representation, along with parent, business, and social service representation, has maintained an active agenda of meetings centered on several ad hoc committees. These are an Alignment Project Committee, Adolescent Literacy Committee, Data and Graduation Rate Project Committee, Higher Education Committee, and Steering Committee.

Two major reports have been presented to the council to date and discussions and recommendations surrounding these reports will most probably govern activities of the council in the near term. The first report, *From Education to Work: Is Arizona Prepared?* was presented in February 2006. The report concluded that Arizona's secondary system (were) not well aligned with the requirements for post-secondary study and the workplace. While this finding was not substantially different from what other states have found, it was significant to note that the report also stressed,

...(W)e believe it is important that members of the P-20 council act with a sense of urgency as the alignment issues will only become greater as the education and skill levels become even more demanding in future years.<sup>71</sup>

<sup>69</sup> Napolitano, J. (2005). *Executive Order 2005-19*. Executive Order Establishing Governor's P-20 Council of Arizona.

<sup>70</sup> Napolitano, J. (2006). *State of the State Address* Delivered to the 47th Arizona Legislature, Second Session, January 9th.

<sup>71</sup> (2006). *From Education to Work: Is Arizona Prepared?*, *The Alignment Project Report*. Public Works. available at: <http://www.governor.state.az.us/P20/>

The second major report was, *Improving Adolescent Literacy in Arizona: A Report to the Governor's P20 Council*. Among the recommendations in this report was a request that the state:

*...(L)aunch a statewide adolescent literacy initiative, building on the already established emphasis on K-3 literacy, to promote effective reading and writing instruction throughout the K-12 continuum.*<sup>72</sup>

## California

On Tuesday May 17, 2005 the first meeting of the California P-16 Council took place in Sacramento. The council is an agency initiated entity established by the California Department of Education but consisting of a broad-based cross sector membership including legislators, high level business representatives as well as local educators and teachers. At that meeting, State Superintendent Jack O'Connell told those present that:

*The Council's goals are to develop strategies and make recommendations on ways to:*

- 1. Improve student achievement at all levels and eliminate the achievement gap.*
- 2. Link all education levels, preschool, elementary, middle, high school, and higher education, to create a comprehensive, seamless system of student learning.*
- 3. Ensure that all students have access to caring and qualified teachers.*
- 4. Increase public awareness of the link between an educated citizenry and a healthy economy.*<sup>73</sup>

The California Council is chaired by Dr. Barry Munitz, a trustee professor of the California State University, Los Angeles. Another role of the council is to foster the creation of local P-16 councils. Interestingly, California has required under law since 1998 that regional K-16 partnerships be created for schools with low college going rates.<sup>74</sup>

A feature of the council is an active sub-committee structure with those committees focusing on what are called "essential questions." The purpose of each subcommittee is to investigate issues and questions presented to them by the state superintendent. The California Department of Education provides a staff member to each of the subcommittees to assist them with procedural issues. At the September 2006 meeting of the council for example, these essential questions for subcommittees took the following form:

*Essential Question for Subcommittee 1  
How can California attract a high quality and diverse workforce to the education profession to fill the demand created by retiring staff and growing school districts?*

*Essential Question for Subcommittee 2  
How can we work to ensure that California's pre-service programs develop fully prepared teachers and administrators and other instructional staff?*

*Essential Question for Subcommittee 3  
How should we support new teachers, administrators, and instructional classified employees?*

*Essential Question for Subcommittee 4  
How should continuing educators be supported through professional development?*<sup>75</sup>

<sup>72</sup> Schneider, E. & Heller, R. (2005). *Improving Adolescent Literacy in Arizona: A Report to the Governor's P20 Council*. Alliance for Excellent Education. p. 16. Available at: <http://www.governor.state.az.us/P20/>

<sup>73</sup> California P-16 Council. (2005, May 17). *Summary Meeting Notes*.

<sup>74</sup> Known as the Academic Improvement and Achievement Act, AB 1292 and SB 1582.

<sup>75</sup> California P-16 Council. (2005, September 27). *Summary Meeting Notes*

The progress of the California P-16 Council is difficult to gauge at this time. Though impressive in its membership and charged to examine all aspects of the education continuum, it exists in a state where control over P-16 education is shared by multiple parties and interests, not the least of which is the governor's office and the mandated California Academic Partnership Program (CAPP) created by the law mentioned earlier.

CAPP has created over time a series of local and regional partnerships that mimic many of the aspects of local and regional P-16s.

Last year, CAPP called for expanded regional collaboration and the formation of additional K-18 partnerships.<sup>76</sup> In doing so, CAPP noted the possibility that such regional partnerships could become the basis for the local P-16 councils called for by Superintendent O'Connell.

## Colorado

Colorado is a state sitting on the verge of P-16. In 2005 Governor Bill Owens created by executive order, the Colorado Education Alignment Council. What was established was an ambitious agenda for the 30 member group. The executive order explains why:

*To align and create a system of seamless K-16 standards will require secondary and post-secondary leaders, as well as the business community, to define clearly the knowledge and skills necessary to be successful at each level of education and eventually in the workforce. Once these standards are defined, both the Colorado Commission on Higher Education and the State Board of Education may need to revamp their existing standards to reflect alignment. Finally, the new standards may require local boards of K-12 education and higher*

*education governing boards to revise their curricula, student assessments and courses to ensure that all students attain proficiency or higher on state standards.*<sup>77</sup>

The final report of the council was issued in October 2006 and contains far reaching recommendations for the state, including substantial revisions of Colorado's model content standards, possible end of course tests, continued administration of the ACT test, and alignment of college admissions standards with a new minimum set of high school graduation standards.<sup>78</sup>

While no recommendation was made for a standing state P-16 Council, Governor Owens, citing the existence of the alignment council and potential council conflict with existing duties in state education departments, earlier vetoed legislation to establish a P-16 Council (S.B. 46) noting:

*...(I)n the absence of clearly defined goals, benchmarks for measuring progress, reliable sources of funding and preceding the release of research and recommendations from the Education Alignment Council, S.B. 046 is an ill-timed and duplicative proposal.*<sup>79</sup>

Hence, Colorado still remains sitting on the verge of P-16.

## Delaware

Delaware's P-20 Council was first formed by executive order in 2003. The governor, Ruth Ann Minor, designated the following goals for the council:

- a. Explore the potential of expansion of early learning for children ages 3 to 5;
- b. Explore ways to improve the service and quality of service for children from birth through preschool;

<sup>76</sup> This policy report, *Developing an Alliance for Regional Collaboration* can be downloaded from the California State University CAPP website at: <http://www.calstate.edu/CAPP/>

<sup>77</sup> Owens, B., Governor. (2005) B 009 05 Executive Order, *Colorado Education Alignment Council*. Denver: Office of the Governor

<sup>78</sup> Final copies of the Education Alignment Council Report, *Aligning Colorado's Education System*, may be downloaded from: <http://www.fund4colorado.org/events.php>

<sup>79</sup> See letter from Governor Owens to the Colorado Senate, May 26, 2006, at <http://www.colorado.gov/governor/press/may06/sb046.html>

- c. *Examine and make recommendations for successfully transitioning students from one level to another throughout their education, including improved readiness for college success;*
- d. *Recommend strategies for closing the achievement gaps that currently exist between majority and minority students as well as low- and high-income students; and*
- e. *Recommend upgrading educator preparation and professional development which is highly correlated to student success.*<sup>80</sup>

In 2005, however, the council was formalized by legislation placing Delaware in a fairly unique position of being one of the few states to date to follow up an executive order with a legislated P-16. The legislated council has been charged to:

*...coordinate educational efforts of publicly-funded programs from early care through higher education and to foster partnerships among groups concerned with public education. The P-20 Council shall make recommendations designed to ensure a more integrated, seamless education system that enables children to enter school ready to learn, receive challenging instruction throughout their school careers, graduate from high school ready for college or work, and continue their education in a way that makes them productive and successful citizens.*<sup>81</sup>

The new council is co-chaired by the Secretary of Education and the President of the State Board of Education. It includes representation from:

*...(T)he presidents (or their designees) of the public institutions of higher*

*education in Delaware, along with the presidents of the institutions of higher education offering degree programs in education (or their designees). Additional members shall include the Chair of the Delaware Early Care and Education Council, the Chairs of the House and Senate Education Committees, a representative of the Governor's Office, the Chair of the Business Roundtable Education Committee, and the Executive Director of the Delaware State Chamber of Commerce, or their designees.*<sup>82</sup>

As such, the direct chairing of the council by the governor, as reflected in the original executive order, has been eliminated. State Board of Education goals for 2006-2007 reflect continued commitment to the P-20 process. Only time will tell how well Delaware can utilize such a group to create a “integrated, seamless system.”

## **Kansas**

In 2004 an executive order created what was known as the Governor's Education team to investigate the development of a P-16 system. The purpose of the task force was not only to examine the current system of education in Kansas, but also to recommend policies.

## **Nevada**

K-16 initiatives and thinking have been going on in Nevada since 2002, culminating into a state master plan for education. Participation in the American Diploma Project (ADP) that year was the stimulus for the creation of the statewide P-16 Council comprised of representatives from higher education, K-12, preschool, parents, business and community leaders. Nevada was one of five states enlisted as a research partner

<sup>80</sup> See Executive Order Number Forty-Seven Establishing The Delaware P-20 Council at the state of Delaware web site at: <http://www.state.de.us/governor/orders/webexecorder47.shtml>

<sup>81</sup> See Delaware Code, Title 14 sect. 107 at: <http://www.delcode.state.de.us/title14/c001/sc01/index.shtml>

<sup>82</sup> Ibid



for that project. The P-16 Council today remains an agency initiated effort with representatives from higher education, K-12, government, business, and parents.

Though Nevada Legislature has maintained an interest in the P-16 approach, little has happened legislatively. In 2005 (SB 69) the Senate did pass a bill creating a state P-16 Council. However, the Assembly took no further action on the measure and no components of the council are legislated

To date, drawing on its heritage from ADP, work of this council appears to have focused on articulation and assessments. Recent developments in this area, plus an expanded P-16 Council in 2006 offer hope for continuing efforts.<sup>83</sup>

### ***Rhode Island***

*We envision a Rhode Island where all Rhode Islanders will have a standards-based high school diploma, will know the advantages of a college degree, will have considered attending college, and will be confident (based on standards-based assessments) of their academic readiness to attend college if they choose to do so. By 2008, URI, RIC and CCRI will have identified standards for all courses and programs, so students will be assured of a public standards-based education throughout their school and college years.*

*Before deciding whether to attend college, all students will be informed of the available financial support. They will know that an initial college degree can lead to other degrees that will bring expanded job opportunities and economic security. Through a public awareness campaign, Rhode Islanders will also know the statewide educational goal: to increase the number of citizens who hold a college degree.<sup>84</sup>*

For all its small size, Rhode Island faces a dilemma of epic proportions. Once 20% of the gross state product, a decreasing manufacturing economy accounts for only 12% today. Large numbers of non-English speaking immigrants are now in the schools. Here, as with many states, higher education funding has decreased.

The prospects for future growth in high tech industries in Rhode Island remains good, but where will the educated workforce come from? Governor Don Carcieri, a onetime high school math teacher, has a unique perspective on the problems of education. He established the state's PK-16 Council by executive order in 2005. Now fueled by an NGA Honor States grant and drawing upon the findings of a Blue Ribbon Panel on Math and Science Education, Rhode Island's PK-16 Council has lined up an impressive amount of work for a new effort. The question remains here, as in many states, can they make a difference?

An NGA Honor States Grant established an immediate agenda for the PK-16 Council. Year one focused on defining standards for college readiness in math, reading and writing. The second year focuses on aligning these "college ready" standards to "work ready" expectations. Rhode Island has also participated in the American Diploma Project Network and worked with Jobs for the Future (JFF) to review dual enrollment activities in Rhode Island, identify barriers and supports for such programs, and outline actions for improving and expanding these options for students.

By June 2006 one major component of this plan was in place. In its report to the Rhode Island PK-16 Council, JFF summed up for Rhode Island what is a

<sup>83</sup> A recent article in the Las Vegas Sun, June 25, 2006. *A meeting of the minds on preparation for college* by Emily Richmond and Christina Littlefield gives some general information on current Nevada approaches.

<sup>84</sup> *PK-16 Vision Statement* from: Action Plan Rhode Island American Diploma Project Network.

recurring dilemma for many states trying to implement P-16 strategies:

*In a state with a challenging revenue outlook in the short term, limited resources must be used very strategically if dual enrollment is to be used to introduce high school students to college and ease their transition into and through some college. As this report suggests, we recommend that dual enrollment be conceptualized as a component of Rhode Island's PK-16 strategy, an investment to improve the postsecondary degree attainment prospects of low income and first generation students. Commensurate with this goal is the need for the state to increase access to dual enrollment for low-income students, make dual enrollment consistent with other state efforts to align high school and college expectations, and ensure the integrity and quality of college courses.<sup>85</sup>*

JFF realizes that the state's financial situation only allows for an incremental approach on this time. Yet here the importance of dual enrollment as an access strategy is underscored. Rhode Island schools have made marked progress under NCLB. Now the issue here, as many places elsewhere, remains how to insure that first generation and low income students receive the opportunity to go on to higher education.

Meanwhile, the Blue Ribbon Panel has suggested twelve specific strategies. Here, developments at the federal level may help accelerate the process:

*1. Charge the PK-16 Council with driving science, technology, engineering, and mathematics (STEM) education reform to ensure implementation, sustainability, and success of the initiative.*

- 2. Develop and execute a STEM education communications strategy and campaign to broaden public support for and recognition of the importance of STEM subjects to our state's future economic vitality.*
- 3. Develop statewide protocols to create community partnerships among business, non-profit organizations, community groups, schools and colleges and universities in support of math and science education, including after-school programs.*
- 4. Develop and fund a system of financial incentives including scholarships, education loan forgiveness programs, hiring bonuses, and pay scale differentials for pre- and in-service STEM educators.*
- 5. Facilitate and increase selective use of non-certified professionals (e.g., university professors, retired engineers, etc.) to partner with classroom teachers in STEM subjects.*
- 6. Increase the number of STEM teachers by improving the alternative certification process.*
- 7. Develop and implement a more rigorous teacher prep program that emphasizes a strong conceptual understanding and application of knowledge and skills for all mathematics and science teachers (K-12) but in particular for our elementary school teachers.*
- 8. Develop a network of industry leaders and STEM professionals who will serve as mentors for mathematics and science teachers and work with local employers to increase school/industry partnerships.*

<sup>85</sup> Jobs for the Future. (2006). *Dual Enrollment in Rhode Island: Opportunities for State Policy*, Report to the Statewide PK-16 Council. Boston, Mass.: Jobs for the Future.

9. *Require an annual prescribed amount of professional development for all math and science teachers, including our elementary school teachers.*
10. *Develop and implement statewide mathematics and science curricula that align with Grade Span and Grade Level Expectations, and that integrate engineering and technology standards and a “hands-on/minds-on” instructional approach in accordance with identified, commonly accepted best practices.*
11. *Establish statewide standards and a system that includes sufficient staffing to maintain up-to-date science and technology equipment in K-12 schools and institutions of higher education.*

12. *Develop a series of best practices guidelines that includes teacher training on the use of technology to increase both in-school and after-school access to innovative computer-based programs and opportunities for course sharing between schools.*<sup>86</sup>

## **Maine**

On July 14, 2005, the state of Maine found itself a recipient of an Honor States Grant Program award through the National Governors Association. The grant according to Governor John Baldacci’s office will be used to prompt:

*...the creation of a seamless PK-16 public education system in which the State will evaluate whether the standards and assessments linked to the high school diploma reflect college and work-readiness expectations; redesign low-performing high schools particularly through literacy supports*

*and early college programs; set accountability targets for student success in the Community College and University of Maine systems; support the streamlining of PK-16 governance; and develop a statewide media and public information campaign.*<sup>87</sup>

In 2004, Maine had entered the arena of P-16 like many states, by way of executive order, creating a taskforce to create (a) “Seamless Pre-Kindergarten through Grade Sixteen Educational System.”

When Baldacci issued his executive order, the charge of the taskforce was clear. It would recommend to the Governor a strategy that develops seamless Pre-Kindergarten through Sixteenth grade educational systems in the State of Maine. To that end, the Task Force would:

- a. *Examine options for planning, efficiencies and spending reform across Pre-Kindergarten through Sixteenth grade educational systems in Maine;*
- b. *Examine all components of Pre-Kindergarten through Sixteenth grade educational systems in Maine to remove barriers to student movement between the sectors, including strategies for sharing academic performance data across sectors;*
- c. *Examine pre-kindergarten to public school transition issues, educational aspirations of Maine students and needs of students who are first in their families to seek post-secondary education;*
- d. *Examine finance models for systems with universal access; and*
- e. *Identify strategies that promote college readiness and college success for all.*<sup>88</sup>

<sup>86</sup> From: Governor Carcieri’s Blue Ribbon Panel Recommends Strategies to Revamp Math & Science Education. Press Release, September 9, 2005. State of Rhode Island, Office of the Governor at: <http://www.ri.gov/GOVERNOR/view.php?rss=1&id=656>

<sup>87</sup> From *Maine receives National Governors Association grant award*, news release dated July 14, 2005 on the web site of the governor, <http://www.maine.gov/tools/whatsnew/index.php?topic=Gov+News&id=8039&v=Article>

<sup>88</sup> Baldacci, J. Governor, *An Order Establishing the Task Force to Create Seamless Pre-Kindergarten through Sixteenth Grade Educational Systems*, an executive order, dated March 26, 2004. Bangor: state of Maine.

## Ohio

*It's May in Columbus as I enter the Riffe Building, named after the former Ohio speaker of the house, and transit up two flights of escalators to reach the upper deck of elevators. These are the elevators that whisk you from the 3rd floor up to the public meeting areas of the building. My destination is the 31st floor. Today, the Ohio-based KnowledgeWorks Foundation and the nationally-based organization known as Jobs for the Future will be issuing their findings on Ohio's Post Secondary Enrollment Option. PSEO, as it's known in popular parlance, was a program formulated back in the 1990s with a very noble, but ill-defined intent. As legislated, the program would allow Ohio high school students from the 9th grade on to enroll in college coursework, literally at state expense. Other options would require payment by the student's parents or guardian but could also carry the prospect of dual high school and college credit.*

*The findings and recommendations are being presented to a working group of Ohio's Partnership for Continued Learning, the state P-16 Council. The findings are bitter sweet. The purpose and practices of the program vary across the state. Eligibility also varies, despite the legislation which has since filtered through the Ohio Administrative Code and the practice and preference of individual colleges and districts. Data on the success of the program is largely unavailable and not analyzed. Some courses appear not to be rigorous and the award of college credit is termed "slippery". Financially, both districts and colleges complain that they are losing money.<sup>89</sup>*

*Participants largely seem to be those who would normally go on to college. One working group member in exasperation terms the whole program a "major marketing failure." A general discussion follows. In addition to members of the committee, various educators and institutional representatives are present representing a variety of interests from county education offices to the College Board, to institutions of higher education. There will be two further meetings of this working committee over the summer. Then final recommendations will go to the Partnership.*

<sup>89</sup> KnowledgeWorks Foundation and Jobs for the Future. (2006, May 31). *PSEO: Directions for Policy and Practice in Ohio*. Report to the Partnership for Continued Learning.

This is Ohio, a state working hard to shed its reputation as 39th in the nation in baccalaureate attainment, in the waning days of a governor who has weathered a fair share of criticism. Though Ohio's Governor Bob Taft first chaired the legislated Partnership, it will go on after him. The ultimate success or failure of Ohio's P-16 effort may depend, however, on how well its recommendations resonate with the agenda of the next administration, Democratic for the first time in sixteen years.

When this book was first envisioned, it was only going to make brief references to Ohio's P-16 efforts. However, in many ways, the story of P-16 in Ohio may well be the story of P-16 in the nation. Since the 2004 Presidential election, Ohio is the bellwether state. Ohio is also a manufacturing giant. Yet, that manufacturing is becoming very high tech. Ohio has great educational capacity. Yet, it remains a net-exporter of college degrees. It is a great state and many persons are struggling hard to move the state fully into the 21st Century. This is its P-16 story.

The true beginnings of P-16 in Ohio can be said to have started in 1989 when philanthropic and business leaders in Stark County formed a new organization known as the Education Enhancement Partnership (TEEP). Prompted by a study of the Canton City Schools by the Research Triangle Institute and a community meeting with former Proctor and Gamble Chair and reform advocate Owen "Brad" Butler, four foundations created an endowment to form an organization which would study, and subsequently fund through public fundraising, best practices

to enable Stark County's 17 school districts to become the finest anywhere in the country.

The Research Triangle study had indicated, contrary to the popular belief of many in business and the community, that Stark County's schools were functioning better than ever. The study also indicated that the needs of business and society had changed so dramatically that only a total community effort could help place Stark County in the forefront. TEEP promptly formed community committees and went through several iterations. Successes were many, but failures were present as well. Following a series of aborted attempts, miscommunication, and even animosity between the organization and the schools, the board of what was now known as the Stark Education Partnership appointed Dr. Adrienne O'Neill as president.

A Georgia-based consultant, Robert Kronley was brought in to help formulate a new strategic plan for the organization. Kronley found great support for the notion of an "education reform support organization" and key educators were recruited to work on the plan. O'Neill, by virtue of her own credibility with school administrators, was able to begin to "mend fences" and re-establish the partnership as a partnership. Kronley, however, suggested one further element in the strategic plan which would have a profound bearing on the future of Stark County and the state. He suggested that the Partnership concern itself with P-16 education. As one of the new core functions of the institution, the following was proposed:



*Re-aligning the various educational sectors in the county through a P-16 initiative. The Partnership will help foster a seamless system of education in Stark County that begins in preschool and continues through postsecondary education. In doing so, the Partnership will encourage the design and implementation of strategies that promote persistence and graduation from high school and enrollment in appropriate postsecondary education institutions.<sup>90</sup>*

Hence, in 2002, The Stark Education Partnership, in collaboration with educators from several Stark County school districts including the Educational Service Center, postsecondary education leadership, business representatives, civic leaders and parents established a P-16 Compact for Stark County.

In fostering new collaborations, the Compact formed committees that investigated and made recommendations about several issues that were considered crucial to creating a seamless system of education in the county. Three such areas were ensuring that the curricular offerings in elementary and secondary education are connected to those in postsecondary education: working to encourage the county's students to remain in school, get postsecondary education and a gainful and satisfactory job in Stark County and involving all parts of the community in valuing the purposes and importance of education.

The purpose of the compact was to foster and sustain a community conversation on ways that Stark County can support and sustain all students in realizing their academic potential and achieving readiness to pursue and be successful in post secondary education.

Additionally, the Compact sought to sponsor research and promote the development of programs, such as early college high school, which maintains high academic standards but which streamlines completion times and fosters successful transition from K-12 to higher education.

What the Stark County P-16 Compact members and leadership in the community soon began to realize was that the future economic security of the county was directly linked to education attainment. In this regard, following a community meeting, the Compact adopted the twin goals of 100% high school graduation rate and increasing the college going rate. The Stark Education Partnership served as the supporting organization for the Compact.

In 2002, Ohio had one operating local P-16. Yet, some leadership at the state level was beginning to recognize that Ohio had to strengthen its P-16 approach to education. At a statewide college trustee conference in 2003, the Ohio Board of Regents invited Stephen R. Portch to deliver a keynote address. This is what Portch had to say in part:

*It's time for a new compact among the state, the university, and the business community. It's time to invest in the link between certain university research and the new economy and in the undergraduate education of a higher proportion of the state's population. These are mutually reinforcing activities. If there is no new compact, then no new relationship can be realized. If there is no attention to undergraduate education and, one could argue, to K-12 education (especially in math and science), then no future workforce for any type of economy. The challenges are so great—especially the fiscal ones—that we can*

<sup>90</sup> (2002) *The Strategic Plan for the Stark Education Partnership*. Prepared by Robert Kronley and Associates, Atlanta Georgia. Available for download at: [www.edpartner.org](http://www.edpartner.org)

*no longer play around the edges. The times call for a reengineering, the likes of which has never been seen before in higher education.*<sup>91</sup>

Later, Portch delivered the same message at the Fall annual meeting of the Stark County P-16 Compact, adding that “any state intent on building a knowledge economy has to address its key knowledge component: the education of its residents.” He noted that, “this has to be a P-16 approach because, truth be told, the pipeline leaks along its entire length.”<sup>92</sup>

Portch’s reference to a knowledge economy referred to the efforts of Ohio Governor Taft to pass an ambitious state initiative known as the “Third Frontier” which was specifically targeted at business and higher education partnerships to strengthen the state’s economy. Portch finished his remarks to the Compact with several recommendations, noting that the quest should be for a “curriculum for life” not a college prep and non-college prep. The issue should further be to allow all Ohioans a chance for quality higher education and an opportunity to secure jobs that matched their skills. The issue, he noted, for the state was jobs and education, not one or the other.

At the same time that Portch was addressing the Stark County P-16 Compact, a new state commission, chaired by Richard Pogue, a distinguished Cleveland attorney, was holding hearings. This group was known as the Governor’s Commission on Higher Education and the Economy or CHEE and it would play a critical role in Ohio’s movement towards establishing a state level P-16. Portch was also serving as primary consultant to this commission and this ongoing relationship would produce lasting benefits.

On December 18, 2003 representatives from the Stark County P-16 Compact testified before CHEE’s Delivering Results Sub-Committee. Both the creation of a state-level P-16 and the support of local and regional groups were recommended.

On April 29, 2004, CHEE released its report to the public. The findings and recommendations were ambitious at best. In part, the commission found that:

*Ohio’s P-12 schools, adult workforce education providers, and higher education institutions do not form a seamless P-16 system. As a result, there are conflicting expectations about required levels of knowledge and skill at different points along the education continuum, and there are high rates of attrition from our education pipeline.*<sup>93</sup>

This was coupled with what to many was an ambitious goal. The commission cited the need to increase, by the year 2015, undergraduate and graduate enrollment in Ohio’s public and private postsecondary institutions by 180,000 over the Fall 2003 enrollment of approximately 600,000. This would be an increase of 30 percent, representing twice what the National Center for Education Statistics had projected as the rate of national growth in postsecondary education enrollment over the ensuing next ten years.

Significantly, the CHEE report urged: *the Governor to issue an Executive Order recognizing the Joint Council of the Ohio Board of Regents and State Board of Education as the statewide P-16 advisory body with responsibility for promoting an integrated system of education that*

<sup>91</sup> Portch, S.R. (2003). *Of Paradoxes, Pioneers and Possibilities: Ohio’s New Covenant Imperative*. Washington, D.C.: Association of Governing Boards of Colleges and Universities.

<sup>92</sup> See the Fall/Winter issue of *Achievement*, published by the Stark Education Partnership and available at [www.edpartner.org](http://www.edpartner.org)

<sup>93</sup> Pogue, R., Chair (2004). *Building on Knowledge, Investing in People: Higher Education and the Future of Ohio’s Economy*. Columbus, Ohio: Report of the Governor’s Commission on Higher Education and the Economy., p.20.

*begins in early childhood and continues beyond college, renaming the Joint Council the “Ohio P-16 Education Council,” and reconstituting the Council’s membership.<sup>94</sup>*

Additionally, the report called for a regional P-16 approach in Ohio.

*To ensure that state-level policies on P-16 integration are enacted at the local level, the Governor should charge the P-16 Education Council with encouraging the creation of new regional P-16 councils or supporting existing regional P-16 councils such as the P-16 Compact for Stark County.<sup>95</sup>*

*It was the fourth meeting of the sub committee of Ohio’s Partnership for Continued Learning on the state’s Post Secondary Enrollment Options Program (PSEO). the sub committee was to make recommendations to the Partnership, itself a recommendary body, on overhauling this system which permitted students to take college coursework while in high school. Honestly, PSEO was a mess. Sometimes it could be used for dual credit, sometimes not. Sometimes parents paid, sometimes the schools paid.*

*Worst of all, the legislative intent of the program had never been clear. Though subsequently the option had been extended down to the ninth grade, was it meant to be a gifted program or an access program? Regardless of the original intent, subsequent regulations at the state, district, and college level had made it a de-facto gifted program with once a year enrollment, a required 3.0 or greater in the subject area and, as one large state university clearly stated, existing for those in the top 15 percent of their class.*

*This was to have been the last meeting of the sub committee but after 45 minutes of rambling discussion as to what the new name (the committee had decided that the program needed to be re-named) of the program should be, I became a spoiler. “Wait a minute,” I said. “The operant concept (I was referring to an overhead from the governor’s office) is all students. I don’t believe that we really have consensus on this committee that PSEO and other college credit opportunities in high school should be for all students.”*

*The conversation that followed solidly underscored some of the greatest difficulties faced by state P-16 efforts today.*

*“I defend our high requirements, said one university representative. “Because we can’t set kids up for failure.” Ironically, those requirements were higher than for traditional entering students. I pointed out that the key was preparing all student for college or post secondary students, something we had never done in Ohio. Others agreed.*

<sup>94</sup> Ibid, p.24.

<sup>95</sup> Ibid, p.25.

*We discussed then how preparation in the high school was critical. High school reform, after all was a critical component of the National Governors Association grants. Although Ohio had never applied for that grant, the state Board of Education had empowered a commission to study high school reform.*

*Though that commission had contained numerous far reaching recommendations, progress in implementation had been slow.*

*Another major issue centered on the old, “You know not everyone is going to want to go to college” argument. This has been modified by the notion of the workforce credential. Hence, PSEO and other early credit programs should lead to either.*

*This last argument, though offered in good faith, encapsulates fears, concerns, and what I term the new “prejudice” in education.*

While it is true that many students may not want to go to college immediately after high school, most will eventually pursue some form of post secondary education. Many will do so later in life. The era of the traditional straight-out-of-high school has indeed proven to be increasingly irrelevant, though very much entrenched, in most P-16 discussions. As Peter J. Stokes writes:

*“... this stereotype of the “traditional” 18-22 year-old full-time undergraduate student residing on campus represents little more than 16 percent of the higher education population in the United States – fewer than three million*

*of the more than 17 million students enrolled today.”<sup>96</sup>*

As Stokes further indicates, 40 percent of today’s students study part-time and 40 percent attend two-year institutions. Forty percent are aged 25 or older and 58 percent are aged 22 or older.

Ohio has about 40% of its high school graduates in the “going straight-on” category in-state. Perhaps another 15% go to college out of the state. Nearly half do not go directly on to college. These remaining students enter into the categories cited by Stokes. For these adults results in Ohio, as elsewhere, are often varied.

<sup>96</sup> Stokes, P.J. (2006). *Hidden in Plain Sight: Adult Learners Forge a New Tradition in Higher Education*. The Secretary’s Commission on the Future of Higher Education, Washington, D.C.: U.S. Department of Education.

*The governor and leaders from across the state of Ohio were gathered in the North Corridor of the Statehouse. They were positioned for the “classic” photo opportunity. This was about kids and about Ohio’s future. It was also, quite frankly, about politics.*

*Governor Bob Taft, now with less than two months left in office, was pushing for the OhioCore along with the chairs of the house and senate education committees. Things were in transition and happening very rapidly. it was, but was not, a lame duck legislature. Faces had changed but the Republicans still held control.*

*The same could not be said to be true for the state's executive offices where not only had the Democrats won the governorship for the first time in 16 years, but every other major state office except auditor.*

*The night before, substitute bills on the OhioCore had been introduced into both the Ohio House and Senate. The bottom line was that the current leadership wanted the OhioCore passed in the time remaining. With each day opposition was mounting. The media was already calling the OhioCore Taft's program.*

On December 15, 2006, with scarcely three weeks to go in the Taft administration, the lead article in the Plain Dealer, Ohio's largest newspaper contained the following:

*It was supposed to be Gov. Bob Taft's legacy, a gold watch he could take with him when he leaves office next month. But to some, Taft's Ohio Core curriculum plan is looking more like a Rolex knockoff. Few disagree with Taft's goal of producing high school graduates better prepared for college and workplace. But the bill – which Republicans are fast-tracking through a lame-duck legislative session – contains provisions that have educators deeply concerned.<sup>97</sup>*

The identification of the OhioCore as Taft's program continued. Ironically, the Plain Dealer also published on the front page a picture of a pilot Christmas card from American Greetings. Meant to be a joke, the card pictured a black and white Depression era photo of a

man in front of boarded up windows with the notation, "Season's Greetings from Cleveland . . . America's Poorest City!" Clearly, neither the Plain Dealer, nor Ohio politicians and special interest groups were getting the message.

Earlier in the month, the Ohio Senate had successfully passed its version of the OhioCore, but House passage seemed increasingly doubtful. Ohio House Leader John Husted then took the unusual action of replacing three members of the Education Committee to get the bill onto the floor.

Finally, on December 19, 2006 during the last full legislative session of the year, the house passed the OhioCore 54 to 40. The action had required a major concession in delaying implementation of the new requirements by two years. While this may have partially mollified those who felt the core was another unfunded mandate, passage had been a near thing. The final result was that Ohio had slowly moved.

<sup>97</sup> Stephens, S. (2006, December 15). *College Prep Plan Stirs Concern: Tougher High School Classes Will Create Two-Tier University System, Critics Say.* The Cleveland Plain Dealer.



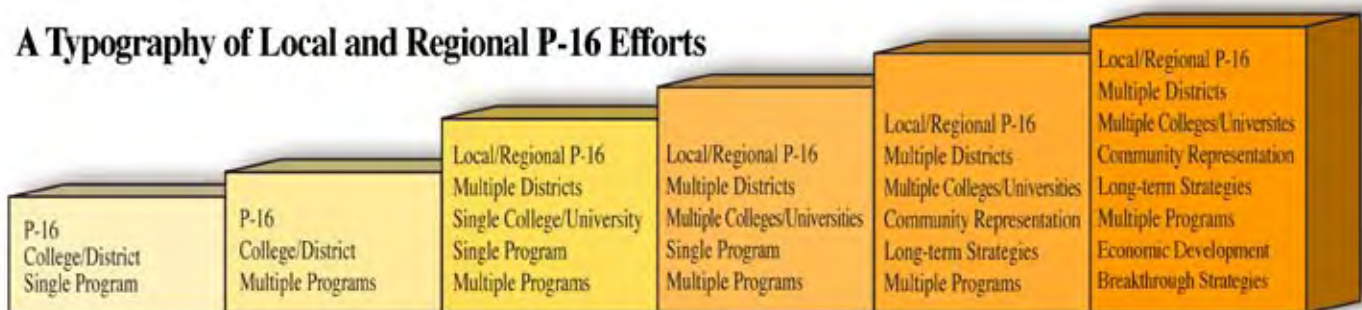


## Chapter Four: Regional and Local P-16s: A Continuum of Approaches

In the 1990s the now defunct National Association for Partnerships in Education (NAPE) estimated that there were roughly 144,000 school business partnerships in the country. The number sounded good and was based on some substantial polling. However, no one really knew just exactly how many partnerships there were and such partnerships were constantly being created, or terminated, depending on circumstances.

Local and regional P-16s seem to be in much the same situation if one accepts the typography framed below. The typography is purposefully meant to be inclusive of all types of local and regional P-16 activity. Here, it could be argued, formal councils and structures need not always exist to substantiate a P-16 “effort.” The left side of the typography represents any effort in which K-12 and higher education collaborate to improve student

### A Typography of Local and Regional P-16 Efforts



achievement, even if that activity remains solely based in K-12 with no clear pathway into college. Also, programs and projects here almost never cover the whole spectrum from preschool to college.

***College/District Single Program –***

Though the term district is used in this category, a single school can also be included. While a variety of programs and projects can fall into this category, there are some emergent examples. One such example is the partnership formed under the current federal Gaining Early Awareness and Readiness for College (GEAR UP) program. Local GEAR UP programs (not state grants) team single districts and single colleges to work with one or more cohorts of students in a multi-year effort to both raise the awareness of the need for college and to prepare students academically for success.

***College/District Multiple Programs –***

In this type of partnership, while still single college and single district or school oriented, multiple programs may be currently in effect or may have extended over time. These may involve college visitations, professional development options for teachers, dual credit arrangements, and the like. The emphasis here, however, is still on a direct institution to institution approach.

***Local/Regional P-16 Multiple District/Single College/University***

In many regions of the country, even in large cities such as Akron, Ohio, there may be only one major college or university, the University of Akron in this case, serving several school districts. Walters State Community College (see regional examples) in Eastern Tennessee is another such example.

While there can also be a single program approach here, it is more probable that several distinct programs will emerge in this type of P-16 arrangement.

***Local/Regional P-16***

***Multiple District/ Colleges/Universities Single/Multiple Programs***

In this specific example several colleges or universities are present in a given geographic locale and have joined into a P-16 arrangement with the several districts in the region or locale.

***Local/Regional P-16 Multiple District/Single College/University Community Representation Long Term Strategies***

Here the presence of community representation begins to evolve the P-16 as a heightened awareness of the link to economic development and the relationship of human service supports to insuring education success comes into play.

***Long Term Strategies, Multiple Programs, Economic Development, Breakthrough Strategies***

What is a breakthrough strategy?

Fundamentally, it is a strategy so compelling that it begins to alter public perception and opinion and results in a series of compelling and widely supported programs to achieve objectives aligned with the strategy.

While events or legislation may sometimes precipitate breakthrough strategies, a powerful demonstration of the possibilities of what such a strategy can accomplish is more often in order at a local level.

One of the best examples here is the Early College High School (ECHS). While some such school emerge as one in a myriad of projects or programs for

a large college or district, ECHSs can be so skillfully constructed and promoted as to make public and policy makers aware of the possibilities above and beyond the school itself.

*All of my life I have been told by my father that I will never amount to anything. I will end up dead at a young age, a welfare recipient, a young mother, and a high school drop out. The thought of me attending college never crossed his mind. He always doubted my academic excellence. He discouraged me from pursuing my career of becoming a lawyer...through it all, I persevered...I kept my self confidence and rarely missed school. I earned good grades. I managed to stay on the honor roll. I continued doing my best. I never stopped believing in myself.*<sup>98</sup>

This excerpt came from a document largely written by Canton City Schools students themselves entitled, *I Want to Go to College*. The excerpts were from admissions applications. Early college is an opportunity for low income and first generation college students to earn both a high school diploma and up to 60 hours of college credit or an associate's degree in four years. In Canton, early college emerged as a breakthrough strategy prompting additional access programs and focusing the community on the possibilities. Sadly, few communities have recognized this possibility or how to advocate for such a breakthrough through a P-16 approach. What early college does underscore is a powerful local demonstration to begin to alter belief. All P-16s eventually need such a demonstration.

Also at this level, the link between education and economic development has become compelling, fostering a natural "flow" between high schools

and colleges and the workforce needs of a region or locale. In other words, education and training now coincide with the needs of employers.

No one is quite sure how many P-16 efforts exist at the local or regional level. To date, Georgia, Kentucky, and Tennessee have been somewhat successful in establishing networks of local and regional efforts. Ohio and California are moving in that direction.

The Education Trust is a much respected national organization which has worked extensively with state and local educational organizations. The Education Trust describes:

*...(T)he local K-16 Council (as) a civic vehicle comprised of local education, business and community leaders who represent the key stakeholders in education. These leaders come together committed to increase dramatically the success rates among all students, kindergarten to college, with a particular focus on low-income and minority students.*

Noting that the work of local councils is to focus on systemic levers that can change the way schools and colleges do business, the Education Trust suggests that council members should agree to:

- *Bring together the various reform efforts scattered throughout their K-16 systems into a more comprehensive whole.*
- *Create cross-institutional relationships to collect, analyze, use and report data to the public about areas that need improvement; state publicly what each partner will commit to do.*

<sup>98</sup> Rochford, J., Forbes, T., Kropp, P. and ECHS students (2006). *I Want to Go to College*. Canton: Stark Education Partnership, Inc., p. 6.

- *Set clear, high standards for what all K-12 and college students need to know and do, and align high school exit standards with college admissions requirements.*
- *Work to improve the preparation of new teachers and create effective supports for existing ones; at the same time, design more effective supports for students so that standards are met by all.*
- *Revise incentive structures, K-16, for faculty, teachers, staff, and students to promote and reward increased student success.*
- *Shift more decision-making authority over to the school and/or department level faculty in exchange for holding them accountable for raising student achievement and closing the gap.<sup>99</sup>*

Many of these are very valid recommendations. However, all at once, they exemplify what can also bog down or even derail a local or regional P-16. The last two recommendations underscore this risk. There can be no surer way for a local or regional P-16 to grind to a halt and eliminate the vital cooperation of teacher unions and faculty associations than to focus on incentive structures or enter into issues of governance by calling for shifts in authority structures.

Local or regional P-16s first and foremost must agree not to interfere

in the existing compensatory or management structures of participants. No one willingly enters into a collaboration feeling threatened.

The reason is quite simple. We do not have time to engage in “turf wars.”

Book one outlined that P-16 systems, either at the state or local level need to strive to create necessary and sufficient conditions for success. Three such conditions are paramount:

1. *Collaboration:* Useful action among K-12, higher education, business, foundations and social service agencies targeted toward accomplishing different, yet collectively powerful, economic results for regions or states.
2. *Comprehensive, Accountable System:* A seamless system from preschool through college that results in a lower high school drop-out rate and an increased graduation and college-going rate. Everyone becomes responsible and accountable for success.
3. *Well Constructed and Articulated Framework for the System:* This needs to be longitudinal, horizontal and vertical. Everyone needs to understand the part of the system for which they are responsible. Also, everyone needs to know how those parts work with other parts and what collective eventual outcomes need to be. “Silos” are not allowed.

<sup>99</sup> From the undated document, *Joining the National K-16 Movement To Close the Achievement Gap: The Local K-16 Council*. Washington, D.C.: The Education Trust



## Chapter Five: Some Established and Emerging Local and Regional Approaches

### *Hamblen County*

*Off in the distance, the mist slowly rises from the ridge line of the Great Smokey Mountains as one enters Hamblen County, Tennessee along Route 11E North, known in these parts as the Andrew Johnson Highway.*

*Historic places and historic names. Hamblen County and its main city of Morristown are touted as the boyhood home of Davy Crockett. For the older set, veterans of the Crockett craze of the 50s, there is the Crockett Tavern and Museum. A small, but not insignificant, Civil War battle took place here. This is real America. This is Appalachia. Yet, it is a vibrant Appalachia. New construction borders 11E North on the approach to Morristown. Current industries are expanding and tourism is big.*

*Hamblen County is one of the smallest, yet wealthiest counties in the state, but that wealth is not universal. From a small number of Hispanics in the 90s, Latinos now number nearly 17.5% of the total population... Outcomes for females are particularly poor. Health care coverage, business ownership, and a high teen pregnancy rate places Hamblen near the bottom of the state's 95 counties.*



*While every school in the county met NCLB's AYP standard last year, nearly 30 percent of the adult population lacks even a high school diploma.*

*Yet there is hope. There are enough jobs here, but those jobs come with a heavy caveat-the unskilled need not apply. Hamblen County draws heavily upon neighboring counties to fill its skilled workforce needs. The economy is also in transition. One employer is relocating to China. A successful business owner, he will take 700 unskilled jobs with him. Others are leaving or eliminating unskilled jobs...*

Hamblen underscores the twin dilemmas faced by most American communities today. Not only is the county engaged in global competition for jobs, what good jobs remain require an ever increasing skill base. While that base doesn't necessarily imply a four year degree, it heavily implies post secondary education.

Here, as elsewhere, public perception of these changing conditions is clouded by the additional presence of an ample supply of "jobs at the bottom." These are the low level minimum wage opportunities which can never generate an adequate lifestyle or standard of living. To those with good jobs, the illusion is often powerful. "Why do we need to spend more on education?" they often ask. Coupled with this is the prevailing attitude that a high school diploma is still enough.

Hamblen, however, has three distinct advantages to offset the impact of these conditions and perceptions. The first advantage is the presence of one of Tennessee's 22 Technology Centers. The second is Walters State Community College, a two year institution with a multi-county outreach. The third advantage is both a local and regional P-16 approach.

In other states, Hamblen's technology center might be known as a technical

college. Certainly the school shares many of the same attributes of such a college, but the state will not afford it that distinction. For now, it serves as kind of an academic "half-way house" recovering drop outs and enhancing the skills of young and old adults.

The average age is in the mid 30s and according to its director, Lynn Elkins, the goal is to get people into the workforce as soon as possible. The average time is about 14 months. It's working in Hamblen. As might be expected, the first step in many cases is to secure a GED for students. Math here, as elsewhere across the country, is a major barrier.

Most come in with 5th grade skills. According to Elkins, it takes the center a mere 30 hours, using skilled staff and the Plato system, to achieve 12th grade competencies. As Lynn says, "What does that say about the way we teach math?" This is a no-nonsense program.

Walters State is a dynamic community college rapidly evolving to serve the advanced educational needs of a 10 county area. Students at its Morristown campus can now, due to a series of collaborative programs with other state institutions, pursue a bachelor's degree. Teachers can gain an EDS (Education Specialist Degree). Soon, the campus

will offer a Ph.D. A doctorate on a two year campus is virtually unheard of anywhere in the country, but Walters is on the “cutting edge.”

Interestingly, it is also a two year college with sports teams. Basketball dominates. Although, in a somewhat unpopular move with some locals, sports have brought an out-of-state enrollment to the college, the reality is that this is an eastern Tennessee community college with an outreach beyond the norm.

Walters is critical to the regional P-16 movement in eastern Tennessee through the Mid-East Regional P-16 Council. Hamblen County and a small public education fund known as HC\*Excell is critical to the growing local, or county P-16 effort.

Across the nation a handful of local and regional efforts such as Hamblen County in Tennessee, or Stark County in Ohio are creating new educational and economic futures for their communities.

Dr. Lori Campbell, Tish Jones, and Lynn Elkins are the epitome of the type of leadership that creates successful local P-16s. They are intelligent, articulate, community-minded and natural leaders. They are not, by any means, the only key players in P-16 in these regions. In true P-16 fashion, everyone in the community deserves credit. They are, however, the “foot-soldiers,” a critical component of P-16. They are the ones who begin to turn the vision into reality.

At the newly renovated Rose Center in Morristown, the P-16 council discusses strategies to convince the governor to visit and outline his expectations for education and Tennessee’s future. P-16 was not this governor’s idea and he has

been relatively silent on the subject. He has, however, indicated that education would be a major priority in the next year of his administration. Guidance is desired by the Hamblen County P-16 Council. This is “grass roots” P-16. How do such councils interface with state policy?

Hamblen has worked hard on forging P-16 collaborations for nearly two years now. There has been no state funding. Tish has raised local dollars for table tents, cable TV commercials, and billboards. The messages are simple. “P-16- yes” and “healthy schools- a healthy economy.”

It is the dilemma of local P-16s ahead of the state curve. How to convince the public that this really does matter. That beyond politics and the “policy creep” of NCLB and state compliance that there is a very real relationship, right at home between education and the economy and people living on 5th Street or Lombardy Drive in Morristown.

Hamblen County, however, is justifiably proud of its P-16 accomplishments. The following list illustrates some of the activities that have centered around distinct existing committees:

### ***Strategic Sustainment Committee***

- *Convened education stakeholders and committees*
- *Raised \$31,000 in cash and kind to support HC P-16 Council Initiatives*
- *Hired P-16 coordinator*
- *Developed speakers Bureau for HC P-16*

### ***Educators Committee***

- *Helped to develop Hamblen County School System educators recruiting fairs*

- *Solicited incentives for recruiting high quality educators*
- *Developed “Homegrown Educators” video*

### **Students Committee**

- *Developed and conducted PTO Involvement Survey*
- *Proposed PTO System wide parent/teacher council and individual school brochures*
- *Engaged students in P-16 effort*
- *Created Chamber of Commerce education survey on industries needs and employee education levels and skills*
- *Participated in development of Hamblen County Community Resource Directory*

### **Community/Collaboration**

- *Conducted needs assessment among committee member organizations*
- *Organized key stakeholder collaborative meetings*
- *Held Hamblen County Commission school budget information sharing meetings*
- *Created Hamblen County Board of Education Report Card*
- *Conducted an education survey of business and industry<sup>100</sup>*

At Walters State, the local P-16s report out. In addition to Hamblen, Claiborn County has forged a local P-16. Claiborn is a poor county. Vestiges of a dying coal mining industry exist there. Yet, Claiborn is ramping up its K-12 system.

The county will soon host a medical school. The superintendent is justifiably proud. They are turning things around.

As much as anything, P-16 is a state of mind. It is about possibilities. The regional membership listens patiently to the Claiborn report. This is important. It is about communities moving ahead.

Dr. Campbell talks about student results. Today is a banner day. The regional council will move from strategies to programs. Should the focus be math? Some 48 percent of the students coming into Walters State require developmental or remedial math. “We also have to look at the shade side of the steps,” Campbell tells the group but conditions are getting better. Just a few years ago, sixty percent required such courses. The council breaks into workgroups.

The decision is that math is important, but the council doesn’t want to limit the focus. Other reading and writing programs should be considered. In October, however, college and high school teachers. will come together to study alignment. Tennessee’s Gateway tests might prove an indicator on math alignment and successes, but upon reviewing an ACT study,<sup>101</sup> the council questions the efficacy of the Gateway tests. Should not the ACT test be the exit exam and prime indicator instead?

### **Nashville**

*“...there is no specific deadline and this is a long-term, generational initiative and is designed to endure well beyond the tenures of all of us.”*  
– *Alignment Nashville*

In another part of Tennessee, a major urban area begins to water the seeds of a long term approach. Alignment

<sup>100</sup> (2006). *Hamblen County P-16 Council Report* at the Tennessee P-16 Network Second Annual Meeting in Nashville on March 2006.

<sup>101</sup> ACT, Inc. (2005). *Do Current State Standards and Assessments Reflect College Readiness?: A Case Study. Issues in College Readiness.* Iowa City: Author.

Nashville, or AN as it is known locally, is the newest member of the Tennessee P-16 Network. AN had its beginnings in 2002 as a result of recommendations from the annual Citizens Report Card conducted annually by the Nashville Area Chamber of Commerce. Those recommendations resulted in the hiring of a consulting firm, Vision Link, to:

*...(E)valuate the capacity of the city's many organizations to work collaboratively to improve the education and lives of the city's children and the future prospects for (our) community.*<sup>102</sup>

For over two years, more than 100 persons representing a broad and inclusive grouping of educational organizations, government, social services, and community agencies donated an estimated 3000 hours to bring a series of committees to the implementation stage. Central to AN is a board of directors involving city leaders. Serving on this committee are the mayor, director of schools, chair of the school board, the president of United Way, local college and university leaders, and business leaders from the community. An operating board exists to serve as the high level implementation team and to provide direction to the committees.

An office space for AN is supplied by the Chamber of Commerce and donations of nearly \$400,000 have provided for staffing.

In 2005, four committees reached what AN calls the “tactical implementation” phase; two more had just formed. These committees consist of the Pre-K Committee, a K-4 Pilot, 5-8 Pilot, 9-12 Pilot, 16-24 Committee, and Children’s Health Committee. These

committees operate with a set of guiding principles:

- 1. The outcome of our work is to enable children to be successful.*
- 2. Alignment with MNPS priorities is for the welfare of the community's children.*
- 3. The work is designed to support MNPS's Strategic Plan.*
- 4. The work is generational.*
- 5. The work is focused on those who most need support in order to be successful.*
- 6. While we are targeting academics we are focusing on the whole child.*
- 7. The work is a comprehensive and multi-faceted approach designed to enable student success.*<sup>103</sup>

AN represents a highly structured and inclusive P-16 approach. While implementation of concepts originating in the AN committees necessitates high collaboration and extensive work, Nashville understands both the benefit of multiple converging strategies and at the same time the power of straightforward goals, strategies, and tactics that are easily understood by multiple publics. In many cases, the committees built on existing goals and strategies of the Metropolitan Nashville Public Schools (MNPS). Multiple organizations and numerous discrete program approaches, fueled by pilot projects to support the achievement of the goals and bolster tactical approaches. There is a balance here and a review of the focus of each committee is illustrative.

<sup>102</sup> From (2005) *Alignment Nashville Overview* distributed at the Tennessee P-16 Network Second Annual Meeting in Nashville on March 21, 2006.

<sup>103</sup> For updates and information concerning *Alignment Nashville*, visit [www.alignmentnashville.org](http://www.alignmentnashville.org)

### *Alignment Nashville Committees*

Committee	Goal	Strategy	Tactic
Pre-K	Come to school ready to learn	To have all Pre-K providers using our standards to ensure consistent content and quality	Use the Pre-K Essential Literature list to promote reading with children
K-4 Pilot	Acquire the basic skills of reading, writing, and socialization and values that lead to becoming good citizens	Ensure all students have access to counseling services and community programs that teach socialization skills and character education	Focus community organizations and schools on building socialization skills and character education traits for elementary school children
5-8 Pilot	Help all students choose to become good students	Provide intervention programs (such as mentoring) for 5-8, which addresses specific student behaviors that impede student achievement (such as peer pressure)	Create a culture of kindness in the schools
9-12 Pilot	Acquire the knowledge and skills needed for success in post-secondary education and/or a career	Provide intervention to improve academic achievement for low-performing students	Create a more caring and supporting school culture and learning community
16-24 Committee (organizing)	The committee of Alignment Nashville that will function most directly as the P-16 Council for Nashville		
Children's Health Committee (organizing)	Function as the Advisory Council for the State's new Pre-K program as required of local systems by the legislation		

*(Based on AN Committee structure from [www.alignmentnashville.org](http://www.alignmentnashville.org))*



## Northern Kentucky & Cincinnati

### Strive: Crossing Two States

Leaders in Cincinnati and Northern Kentucky believe this region can develop the best educational system in the world from preschool through college. In an unprecedented cooperative effort to ensure that every student in the region succeeds, superintendents and college presidents in Cincinnati and Northern Kentucky today joined with elected officials, education, business, non-profit, and civic leaders to launch a region-wide community effort called Strive...

The Strive Promise of student success is focused on five key goals and initial strategies:

- Every child will be prepared for school from birth through early childhood education. United Way of Greater Cincinnati's Success By 6® initiative will lead efforts to ensure every child is prepared for and has access to high-quality early childhood programs.
- Every child will be supported inside and outside the school walls. Resources, programs and services that support students and families will be coordinated at the district and school levels through the creation of schools as Community Learning Centers and Family Resource Centers. These will provide expanded academic enrichment opportunities for children along with such services as youth development activities, art, music and recreation programs and counseling.
- Every child will succeed academically. Existing teacher training and professional development programs

will be aligned and improved to attract and retain the most talented and committed educators to Cincinnati and Northern Kentucky.

- Every student will enroll in some form of postsecondary education. Financial barriers to college will be eliminated and trained adults will provide guidance to students to raise their aspirations and enable them to apply to and be accepted in an institution that meets their career objectives.
- Every student will graduate and enter a career. Colleges will provide comprehensive student support services, especially to first-generation students, and expand co-op opportunities.<sup>104</sup>

The newly created Strive P-16 partnership has put together an impressive multi-sector steering committee that involves the mayors of Cincinnati, Newport and Covington, philanthropy, K-12, nine institutions of higher education, major corporate and community representatives.

Today it stands, by virtue of its geographic location, as perhaps the only multi-state local/regional P-16 in the nation. Some early work resulted in what Strive calls its *Roadmap to Success* that focuses on critical transition points in the P-16 continuum. The purpose of the roadmap is to provide focus for continued efforts. While still early in its history, Strive, as well as Alignment Nashville bear watching as major urban/regional efforts. Much of what happens in efforts such as these will say a lot for the future of P-16.<sup>105</sup>

## Kentucky

<sup>104</sup> From: *Strive to Create Best Educational System in the World - Where Every Student Succeeds*. Strive Press Release, August 16, 2006, available at: [http://www.strivetogether.org/press\\_room/index.aspx?pr=2](http://www.strivetogether.org/press_room/index.aspx?pr=2)

<sup>105</sup> The Strive website is: <http://www.strivetogether.org/>

### *A Well Established Network*

Kentucky's local P-16 councils blanket most of the “bluegrass” state. Each local P-16 is configured to meet the general needs of the area it services. Proposals for new councils, according to the Kentucky Council on Postsecondary Education, “will identify a plan of organization for a local or regional P-16 structure, an assessment of local education needs, and an agenda for specific projects aimed at improving student achievement, from young children through adult learners.”<sup>106</sup>

There is concern in Kentucky as to how to support the ongoing work of local councils, few of whom have any paid staff. Last year a work plan was articulated for local P-16 Councils in Kentucky as a possible precondition for applying for staffing subsidies. A review of some of the key elements illustrates the continuing evolution of thinking in that state.

*The following provides a general guide*

*for the creation of a formal plan to guide local/regional collaborative educational and economic development activities. The diverse work plan elements support continued improvement, growth and maintenance of the local P-16 Council that is both responsive and relevant to current and projected workforce, professional, educational, and community needs. The goal of such a plan to develop a coherent body of work and unified vision connecting each local to the regional, network and state P-16 Council to foster the maximum allocation of resources and reduce /redundancy in raising the level of educational attainment and workforce readiness across the Commonwealth.*

*Local P-16s in their respective annual planning process are encouraged to include some of the following work elements in any combinations that are relevant to the local Council objectives. This annual work plan is dependent*

<sup>106</sup> Kentucky Council on Postsecondary Education. *Request for Proposals Funding for Local P-16 Council Formation*. At: <http://cpe.ky.gov/policies/academicinit/P16/localP16.htm>

## Kentucky Local P-16 Councils



Chart from: Kentucky Council on Post Secondary Education

Kentucky

March 2006

*upon the local allocation of resources to complement the staffing allocations granted by the state to support the local work. An annual work plan would be due to the state lead agency for dissemination to the State P-16 Council and Network on September 1 of each year. The year end report to determine and document the activities for the year will be due on June 30 to the same contact as the report is designated. Continued funding and guidance of local activities is dependent on the accomplishment of the work plan and the consistent movement toward achieving the goals of the state P-16 Council.*

- *Creation, maintenance, modification, expansion or replacement of processes/ systems that gather and report accurate and valid information/data supporting the identification and communication of opportunities for the improvement of educational systems and learning outcomes.*
- *Creation and maintenance of plans/ programs that identify, initiate, support, expand and/or balance the shared responsibility, accountability and collaboration of P-16 entities and stakeholders to raising the level of education attainment, workforce readiness and economic development in the region.*

- *The work plan includes the identification, validation and prioritization of education and learning opportunities that influence policies, practices, programs, processes, technologies and diverse resource concerns.*

- *Initiate work groups that identify and explore problematic issues related to program availability and access including resources, facilities, gender, race, disabilities, etc.; and then proposed*

*innovative strategies and practices that positively address those issues.*

- *Convene diverse learning opportunities, including forums, work groups, mentoring or support groups for sharing lessons learned. Sharing local, state, national and international expertise supporting the development of more effective programs/policies/ strategies, and providing professional and team development.*
- *Creating general administrative, operation, maintenance, budget, schedule and performance plans. These activities address the continued operation and performance of the council and include consideration for the diverse resources and expenses associated with execution of work plans and operation.<sup>107</sup>*

## Ohio

*We know that ultimately it is Ohio's communities and local school districts that are responsible for a school's success. That's why we are funding and providing technical support for the formation of up to five P-16 Councils throughout the state. The Councils, made up of educational institutions, community organizations, and local businesses will use a data-driven process to identify the "leaks" in the alignment of their local educational systems. They will then work together on agreed-upon goals.<sup>108</sup>*

In 2006, the KnowledgeWorks Foundation of Cincinnati, Ohio's only statewide education foundation, selected five regions – Ashtabula, Summit, Clark, and Highland Counties, and Greater Cincinnati (Strive) – to receive planning grants to establish local and regional P-16 Councils in Ohio. The foundation was assisted by the Stark

<sup>107</sup> Kentucky Council on Postsecondary Education. *Local P-16 Council Work Plan & Staffing Guide*. At: [http://cpe.ky.gov/committees/p16/meetings/2005/p16\\_20050622.htm](http://cpe.ky.gov/committees/p16/meetings/2005/p16_20050622.htm)

<sup>108</sup> (2006). *Local/Regional P-16 Councils*. KnowledgeWorks Foundation. Available at: [http://www.kwfdn.org/p16/p16\\_councils/](http://www.kwfdn.org/p16/p16_councils/)

Education Partnership, the supporting organization for the Stark County P-16 Compact, as a strategic partner. This effectively began the establishment of a P-16 network in Ohio.

Interestingly, 13 regions in the state originally had applied for the grants. Some of the regions that were not awarded planning grants exhibited a desire to continue to explore P-16 possibilities.

At the state level, Ohio's Partnership for Continued Learning, the state P-16 Council, is also charged with helping in the formation of local and regional councils. A grant RFP issued in Spring of 2007 will begin the process. The Ohio College Access Network (OCAN) is also issuing a series of grants with P-16 applications.

To date, forming councils have begun to wrestle with data centered issues and what the data says about their own communities and where they indicate gaps or potential focal points for council activities. Long term, Ohio's issues mimic those of states like Kentucky where no defined funding is forthcoming for the councils themselves.

The future success of local P-16s in Ohio, particularly since the five regions represent rural as well as urban areas, will be how the individual councils build the local support to continue their efforts.

## *Tennessee*

*To build the framework in which communities create a world class education system to focus economic and community development requirements for now and the future – Tennessee P-16 Network Mission*

Tennessee has evolved a network of

17 local and regional P-16 councils which now blanket most of the state. Each council distinctly reflects the needs of its own region and locale and councils today are engaged in a wide variety of activities and pursuits. The P-16 Network is organized under the Tennessee Board of Regents who also grant recognition for new and forming councils. The guidelines for council formation are as follows:

*1. The P-16 Council should include the leadership of the local education system(s), private school leadership, local board of education, higher education (university, community colleges, and technology center) representatives, business leaders, governmental agencies and leaders. Participation of other community projects related directly or indirectly to education and the economy; such as, Tennessee Scholars and the Governor's Books From Birth Foundation, Head Start, etc., must be represented in the council membership either as an Action Team or membership on the leadership board.*

*2. Vision, Mission and Goals of the Compact must reflect the need of the community based on workforce development and educational data relevant to the economy development of the community.*

*a. The council must show how projects are selected based on national, state, regional and local indicators.*

*b. Education Needs Index, Workforce Development Data, School Achievement and Completion information,*



*Community Surveys, etc. have been used when developing Action Teams and selecting goals and outcomes.*

3. *A well articulated Action Team with designated goals and responsible agency or individual with measurable goals and outcomes addressed. (An example of a goal would be to increase the high school completion rate with an action plan developed by the Compact to address this goal).*

4. *A fiscal plan must be developed to review the utilization of existing funds and aligned with the current requirements of the Education Foundation, Tennessee Scholars, Imagination Library, Youth Leadership Programs and other critical initiatives in the community.*

5. *Marketing the connection between an educated citizenship and economic development must be one of the major goals of the council.*

6. *Once a community has organized a local P-16 Council and has Petitioned for Recognition to the TN P-16 Network they will be asked to participate in annual state and regional meetings to share best practices, discuss policy and create a common voice to help facilitate in bringing the necessary resources and leadership for accomplishing the goals and objectives of those participating in this critical initiative.<sup>109</sup>*

Tennessee's local and regional councils currently involve the following counties and metropolitan areas:

- Big South Fork – Anderson, Campbell, Fentress, Loudin, Morgan, Roane, Scott Counties

- CMCSS/APSU – Montgomery County

- Hamblen County – Hamblen County

- Jackson Area – Madison county

- Memphis Metropolitan Area – Memphis

- Mid-East Regional – Claiborne, Cocke, Grainger, Greene, Hamblen, Hawkins, Jefferson, Sevier, Union

- Northeast PreK-16 – Sullivan including Kingsport and Bristol

- Northwest Regional – Crockett, Dyer, Gipson, Lake, Lauderdale, Obion, Tipton counties

- Southeast Regional – Hamilton, Bradley counties

- Upper Cumberland – TDOE Regional Office and TTC, CC, and UNiv in service area

- Claiborne County – Claiborne County

- North Central – Wilson, Sumner, Robertson counties

- Middle Tennessee – Bedford, Cannon, Cheatham, Coffee, Grundy, Lawrence, Lincoln, Marion, Maury, Moore, Rutherford, Warren, Wilson Counties

- Alignment Nashville – Metropolitan Nashville/Davidson County

- Lawrence County – Lawrence County

- South Central – Giles, Hickman, Lawrence, Lewis, Marshall, Maury, Perry, Wayne Counties

- Henderson County – Henderson County

The Tennessee P-16 Network continues

<sup>109</sup> Tennessee Board of Regents P-16 Council Guidelines at: [http://www.tbr.state.tn.us/academic\\_affairs/p16/p16case.htm](http://www.tbr.state.tn.us/academic_affairs/p16/p16case.htm)



to grow despite the inactivity of the state level council. In great part, this is due to the outstanding support through the regents but also due to the increased realization among the local councils of the link between education and economic development, a link which is supported by the state's Three Star economic development program which accords additional points to communities with P-16s on development grant applications. Additional information about the Tennessee P-16 Network can be found at the Tennessee Board of Regents web site: <http://www.tbr.state.tn.us/>

## Georgia

In Georgia, Governor Zell Miller's executive order also established what ranks as the nation's oldest system of regional/local P-16 councils. Fifteen such councils were originally created, centered around state colleges and universities. The councils were originally funded by challenge grants from the University System of Georgia.

These councils are: Blue Ridge P-16 Council, Central Georgia, Central Savannah River Area, Columbus P-16 Council, East Central Georgia, Metropolitan Atlanta, Middle Georgia, Northeast Georgia, Northwest Georgia,

South Georgia Regional, Southeast Georgia, Southern Crescent, Southwest Georgia, West Georgia, and Wireglass/Flint.

How is the regional P-16 system in Georgia faring? Peter Schmidt, writing in the *Chronicle of Higher Education* has noted that "many of the state's regional P-16 councils no longer hold formal meetings."<sup>110</sup>

While level of direct activity seems to vary by council these days, there is no mistaking that P-16 programs and initiatives through the Georgia P-16 Office are alive and well in all regions and that educators at all levels throughout the state come together in an increasingly collaborative fashion. Georgia, far more than any state, has institutionalized the notion of P-16. It may well be that these initial councils were highly critical in that transition and in establishing the culture of working together.

Several of the regional P-16s do maintain distinct informational, though not recently updated, web sites, mostly through their university settings. The most developed separate site is the Metropolitan Atlanta ( <http://education.gsu.edu/p16/>) P-16.

<sup>110</sup> Schmidt, Peter (2006, March 10). A Tough Task for the States : Efforts to Get Schools and Colleges to Cooperate Yield Both Fixes and Frustration. *Chronicle of Higher Education*.



## Chapter Six: What Makes for an Ideal State Effort?

Kentucky has also prompted the formation of 18 local P-16 Councils over time. These will be discussed more fully later in this book.

*The fact that some states have not shown significant improvement is not necessarily a reflection on their leaders, but perhaps a testament to the fact that P-16 implementation did not go far enough. Though an incremental approach to P-16 is often the most sensible, such an approach can make it difficult for P-16 reform efforts to take hold and develop over time. – Carl Krueger<sup>111</sup>*

Given those elements within the most immediate control of state governments, states themselves must adopt new thinking and adopt the position of enabling local and regional P-16 efforts where the actual implementation of P-16 must take place.

***A Convergence of Factors***  
*Success in the 21st century will depend upon the ability of nations and states*

*to respond to rapidly changing global forces and to adapt political, economic, and educational institutions to new challenges. Key to this success is the ability to anticipate the convergence of opportunities and orchestrate coordinated actions that maximize institutional effectiveness. Just such a convergence now exists with the multitude of initiatives and policy levers designed to address issues from early childhood to post-secondary educational programs.<sup>112</sup>*

The Maine task force, looking at the feasibility of establishing a P-16 system for that state, gained a recognition of what may be the single most potent role any state level P-16 effort can play, namely to coordinate a convergence of multiple strategies and attendant programs. Georgia, cited earlier, remains a solid example of this. What might state level P-16s foster? This list is not meant to be all inclusive and is meant to add to the landmark ECS list mentioned earlier in this book.<sup>113</sup>

<sup>111</sup> Krueger, C. (2006). *The Progress of P-16 Collaboration in the States*. Denver: Education Commission of the States, pp. 4-5.

<sup>112</sup> *Achieving prosperity for all Maine's citizens*. Report of the Task Force

<sup>113</sup> *P-16: the Next Great Education Reform*

## Highly Selective Institutions

Initially, this will sound like a dichotomy. How can one be in favor of universal access, yet promote institutions which are highly selective in nature? Look at Barron's listings of where the most highly selective colleges in the country are located, then look at the education levels of that state or region. More often than not, such as on the east coast and New England, they will be high.

Highly selective institutions drive the balance of the system. They set the standard for other colleges and universities to achieve. State level P-16s should advocate for support of one or more highly selective institutions which can garner, among other things, large research dollars.

## Dual Credit

*The rapid growth of dual enrollment programs has created "a new arena of educational practice" that could profoundly affect both the high school curriculum and the academic experiences and opportunities of virtually all high school students. But it is an arena in which state and federal authorities, individual schools and districts, and higher education institutions are "too frequently acting in isolation, and in the absence of either clear principles or an appreciation of unintended consequences."*<sup>114</sup>

Dual credit options now exist in some form or another in nearly every state. In some cases, Advanced Placement courses fill this need. Other options include enrolling for traditional courses on the campuses of colleges and universities or courses taught in high school buildings for both high school and college credit. The Education Commission of the States feels that

"no state comprehensively addresses all the aspects of dual enrollment."<sup>115</sup> In many cases lack of clarity exists as to whether these programs are for gifted students or whether such programs should be an avenue for universal post secondary access.

Often, individual colleges and universities, school districts or state education and higher education agencies are left to address the various aspects of dual enrollment. A comprehensive dual credit policy should be a major priority for any state P-16 effort. In this regard, former Virginia Governor Mark Warner perhaps said it best:

*College-level work needs to be fully transferable to public colleges and universities. Most states need to put collaborative agreements in place between high school and post-secondary institutions to align their curriculums. The goal is to provide every student with an opportunity to earn postsecondary credit or begin work towards an industry credential while in high school... The time has come for legislators, policymakers and education leaders to begin thinking of early learning, elementary, secondary and postsecondary education one system, and not several disparate systems.*<sup>116</sup>

Historically, dual credit has caused concern among some in both K-12 and higher education circles. One of the greatest criticisms, and fears, of college personnel is that dual enrollment programs will "water down" college coursework or reduce "quality". Some are also concerned that high school faculty will be freely made adjuncts without any attention to qualifications.

<sup>114</sup> (2005). *Dual Enrollment*. The Progress of Education Reform 2005, Volume 6, Number 3. Denver: Education Commission of the States, p. 4.

<sup>115</sup> Ibid, p. 2.

<sup>116</sup> In a speech to the *Second Annual High School Leadership Summit* hosted by the US Department of Education, Washington, D.C., December 3, 2004

Most would be surprised to know that since 1999 a professional accrediting organization advocating standards for dual credit/concurrent enrollment programs has been in existence. That year, several higher education institutions founded the National Alliance of Concurrent Enrollment Partnerships. NACEP supports and promotes its constituent partners through quality initiatives, program

development, national standards, research, and communication. Currently, 30 programs, including Missouri Baptist College, Saint Louis University, and the University of Missouri at St. Louis, have been designated as founding institutions of NACEP. Full information on this organization, its bylaws and standards are published at: <http://www.nacep.org/index.html>

*On January 18, 2006, representatives from across the state of Ohio gathered for the annual ACT statewide conference. Today they would hear from a variety of speakers on issues of high school to college transition. To these representatives, drawn largely from Ohio's higher education community, there were few surprises left. Ohio's "bulldog" grip on 39th place in the union on the percentage of its population with a bachelor's degree had remained unchallenged for years. Everyone understood the problem. Yet, a presentation by Dr. Darrell E. Glenn, Director of Performance Reporting for the Ohio Board of Regents would cause some shudders. Glenn talked about what he termed "some rough plumbing: the leaky college pipeline in Ohio" and the results were not good:*

- *Ohio has on average about 170,000 9th graders, of these, about 70% graduate high school*
- *Of these 120,000 high school grads, about 60% attend college*
- *Of the 72,000 college freshmen, about 50% earn a degree in 6 years (= 36,000 college graduates)*

*The end result, according to Glenn is only about 21% of 9th graders are likely to earn a college degree within 10 years. A major contributing factor to this lack of success is college remediation rates, those non-credit bearing courses which students must take upon entering college to bring them up to speed to do college level work. In Ohio 41% of young first-time freshmen take remedial math or English; 33% take remedial math and 23% take remedial English.<sup>117</sup>*

<sup>117</sup>From: *Ohio's High School to College Transition Outcomes*. Columbus, Ohio: ACT State Organization 2006 Annual Conference January 18, 2006. A power point presentation by Dr. Darrell E. Glenn, Director of Performance Reporting Ohio Board of Regents.

### **An Exit Exam that Means Something**

Elsewhere this author has written about the feasibility of using a college entrance exam to also gauge student success in meeting a state's academic content standards.<sup>118</sup> Most state high school exit exams come up short when it comes to also preparing students for college and the workforce. Remedial coursework often follows and remedial coursework diminishes college completion. In a 2005 case study ACT, Inc., though having a vested interest of sorts, found the following:

*The results of this study show that in at least one case there is evidence that state standards and state assessments alone do not accurately reflect the college readiness levels of the students in the state. (Our study of the standards used in 36 other states suggests that this problem may not be limited only to the state under study.) Our study demonstrates that using EXPLORE/PLAN in conjunction with a state assessment increases the likelihood that the state's students will be ready for college and work by the time they finish high school.*<sup>119</sup>

ACT felt that problems seemed to be evident not only in the skills required, but also in the rigor of coursework. All this aside, there is the profound psychological impact of having all students prepare for college entrance, rather than state exit exams. We have not as a nation required a rigorous academic core curriculum for all students. Several states are currently considering making the ACT or SAT part of their high school examination protocols. Illinois, Colorado and Michigan have already done so. In

other states, such as Oklahoma and Louisiana, ACT's complete EPAS system (EXPLORE, PLAN, and ACT) are offered to districts at state expense. A powerful component for any state P-16 is the determination of the most potent battery of tests at the high school level to promote college and workforce readiness. Whether or not a P-16 approach makes perfect sense, the establishment of such approach at a state level will be governed by a myriad of political and practical considerations.

### **Don't Make Them a Dumping Ground**

There is more than one state level P-16 where both the K-12 education department and Regents board use meetings as a sort of "show and tell" session to display all the programs they are currently working on. Information is, of course, a valuable commodity. The risk lies in any meeting being entirely an information session or in seeking "legitimacy by sharing" for current programs or program stances. Any state level P-16 which brings together highly accomplished and talented individuals must be cognizant of the value of its members' time and must seek to maximize the use of that time. One of the great challenges is how, then, to use both this talent and time to the best advantage possible.

In states like Indiana and Ohio, P-16 boards are given additional authority to advise, consent, report or monitor on emerging issues. This has the added plus of building political will among a powerful constituency.<sup>120</sup>

<sup>118</sup> *Advancing Ohio's P-16 Agenda*

<sup>119</sup> ACT, Inc. (2005). *Do Current State Standards and Assessments Reflect College Readiness?: A Case Study*. Issues in College Readiness. Iowa City: Author.

<sup>120</sup> An example here is the postsecondary options program (mentioned elsewhere in this book) being reviewed by a sub-committee of the Ohio Partnership for Continued Learning.



### ***Beware the Executive Order: Legislate***

Executive orders often serve the purpose of initiating a state's focus on P-16 activities but seldom last beyond the term of the initiating governor. Fundamentally, P-16s need to be created by legislation and that legislation needs to be specific enough to insure the continuity of the council. For instance, a P-16 chaired by a governor (perhaps the logical choice) has little utility if it meets only at the request of the governor.

### ***Forgo Program Orientation: Focus on Alignment***

P-16s should focus first and foremost on fostering alignment between the various entities within state government. For instance, they should focus on K-12 and higher education and workforce development. If properly aligned, then these entities will develop new programs themselves. There is a danger in thinking of any P-16 as a program. Programs have finite resources and life spans. P-16s are a process and a way of doing business.

### ***Council Makeup is Critical***

One of the most telling set of published minutes from a P-16 Council reviewed for this book dealt with a meeting in a certain southern state where only one lone retired businessman and one human service representative showed up to join twelve educators in hear a completely education-oriented discussion of P-16 issues. The meeting ended with a request to find a future location with "ample parking."

This particular council was established by an executive order of a previous governor. Though other businessmen and state legislators were on the council, none attended this meeting.

While educators at both the K-12 and higher education levels have a vested interest in state P-16 activities, caution must be exercised that both the agenda and subsequent discussions take place in a broader format. Specifically, business, human services, economic development and state legislatures must be plugged into the process. Education as a sector is notorious for having never-ending in-house discussions which seldom result in any substantial alteration in public policy or decision-making on education as the work of countless committees and commissions attest.

The key here is that the membership of any state P-16 be not only varied, but also politically powerful. Any state and particularly state departments of education and regents have committee "groupies". These are often deans or vice-presidents or institutional representatives who happily and faithfully serve on committee after committee. The problem is that while often very knowledgeable and competent, these persons have very little real authority or clout. As one P-16 expert once said, "you want the kind of person who can walk right into the next governor's office and be seen immediately."

P-16 Council makeup is critical and influential and politically powerful individuals must be present on, and buy into the work of the council.

*The Riffe State Office Building in Columbus, is one of the tallest buildings in Ohio and the site of today's Partnership for Continued Learning meeting, the state P-16 Council. The partnership meets quarterly and today will be a light day, a "show and tell" kind of day. The partnership will hear status reports on various issues; there is little discussion and no "hot topics." The back of the room is not a bad place to be. From this perspective, one can see the audience of mid-level government employees, education providers, and lobbyists and advocates. This is the "shadow government" and many of those present have been so very good at fostering incremental improvement over the years. For incremental improvement has been the "name of the game" in Ohio education. Persons at this level can advise, can accelerate, or delay change.*

Neither government nor education is a business in the classic sense. Yet, business people and business input is a critical element of any P-16. Successful businesses today must constantly strive to effectively and efficiently respond to rapid environmental changes. Shadow governments must be challenged and questioned. P-16s at the state level require representative membership. They also require business representation.

Over the years it has been fashionable to attack big business and business persons, to attest that they have too much influence, give too many campaign dollars, and the like. Whether people admit it or not, business fuels the economy and helps secure our way of life. Yes, there have been what many see as abuses of power. No, these are no more frequent than in any other sector. Business gets it; it gets P-16. The lifeblood of any business is twofold. Businesses need to have trained workers and they also need consumers. As one executive of a large utility company said concerning her involvement in P-16, "more affluent customers mean larger houses which means greater utility consumption." She was right.

### ***Learn from Elsewhere***

While there are some emerging common repositories of P-16 information (ECS, Nash, NGA) it appears that, at least for now, state P-16 efforts will mimic the earlier standards movement where states went there individual ways in designing both standards and assessments.

Yet, there have been some encouraging developments. Ohio, for instance, paid considerable attention to developments with the Indiana Core 40 in developing the Ohio Core. Likewise, the state drew heavily on learnings from Stephen Portch and the Georgia experience on its Commission on Higher Education and the Economy. Georgia and Maryland both have emerged as substantial long term examples of P-16 efforts to be emulated.

Another promising development falls into the arena of a P-16 related activity where several New England states are collaborating in College Ready New England launched by The New England Board of Higher Education (NEBHE) that was created in 1955 by the governors of Maine, Vermont, Rhode Island, Connecticut, Massachusetts, and Rhode Island.

NEBHE was an early recognition in these states that the economic future of New England was dependent on a strong system of higher education. College Ready New England will bring together educators, government, and business leaders from the six states with a two-fold mission:

- *Ensure that all the region's students leave high school well-prepared for postsecondary success;*
- *Improve the college attendance and completion rates-particularly for underserved and underrepresented populations, including low-income and minority students and first-generation college-goers.*<sup>121</sup>

### **Possibility Thinking**

State level P-16s should engage in “possibility thinking.” They should focus beyond the deficits to what genuinely can be possible for the state. Often times, they will step on numerous “feet” in doing so. Opposite to this notion of possibility thinking is the aspect of slow or incremental change. The Commission on the Future of Higher Education has stated why this is a problem in the most succinct terms.

*Already, troubling signs are abundant. Where once the United States led the world in educational attainment, recent data from the Organization for Economic Cooperation and Development indicate that our nation is now ranked 12th among major industrialized countries in higher education attainment. Another half dozen countries are close on our heels. And these global pressures come at a time when data from the U.S. Department of Labor indicate that postsecondary education will*

*be ever more important for workers hoping to fill the fastest-growing jobs in our new economy.*<sup>122</sup>

And as the Commission further adds: *What we have learned over the last year makes clear that American higher education has become what, in the business world, would be called a mature enterprise: increasingly risk-averse, at times self-satisfied, and unduly expensive. It is an enterprise that has yet to address the fundamental issues of how academic programs and institutions must be transformed to serve the changing educational needs of a knowledge economy. It has yet to successfully confront the impact of globalization, rapidly evolving technologies, an increasingly diverse and aging population, and an evolving marketplace characterized by new needs and new paradigms.*<sup>123</sup>

The same might be said to be true of state departments of K-12 education as well. As noted earlier, we have created the most successful system of education on the face of the earth. The problem is that others have learned from this and quite frankly, want to surpass us. Incremental change or doing the same thing over and over again will not do any longer.

### **Forget Turf**

Turf and turf issues are the enemies of state P-16 efforts. A state superintendent of public instruction once sat idly by in a meeting while a committee reported on its recommendation to remove the entire system of vocational education from the state K-12 arena and transfer it to the university system. Under normal conditions, this might have prompted a “turf war” regardless of

<sup>121</sup> From: NEBHE. *College Ready New England* at: <http://www.nebhe.org/content/view/125/146/>

<sup>122</sup> (2006). *A Test of Leadership: Charting the Future of U.S. Higher Education*. A Report of the Commission Appointed by Secretary of Education Margaret Spellings. Washington: US Department of Education (pre publication copy). p. ix.

<sup>123</sup> Ibid, p. ix.

what kind of sense such a proposal might have made. In this specific case, the superintendent was not concerned. She knew that the report had, and the members of the committee had, very little political clout. Soon the committee would be congratulated for their hard work and the report would drop into the netherworld of ignored and forgotten

state documents. Why should she draw more attention to it and prolong its life?

This is why overarching, easily understood, and politically powerful goals are critical to states and state P-16 efforts. Such goals need to be publicly supported to the greatest extent possible. They need to transcend “turf.”



## Chapter Seven: What Makes for an Ideal Regional or Local Effort?

*The Stark County P-16 Compact is a vehicle for sharing successes – encouraging the creation of individual institutional strategies for increasing educational attainment, or encouraging the creation of collaborative strategies that cross institutional lines, but addresses the common vision of an economically viable county in an economically viable Northeast Ohio sector.*<sup>124</sup>

Humans are organizational creatures. We tend to like things organized with a hierarchical structure, defined budgets, established tasks, timelines and goals. One risk that many people face in many forming P-16s is that they often want to quickly institutionalize their efforts. What can perhaps be said about local and regional P-16s is that no two are exactly alike. This aside, we have also looked at a typography of existing local and regional P-16s and

some conditions which appear necessary for the creation of viable efforts.

The typography reflects what individual communities and regions often adopt on the basis of their own capacities and perceived needs. This is in no way attaching value judgments to these types of arrangement. The examples in this book reflect the progress of some outstanding efforts, regardless of where they are.

There can indeed be a format for a local and regional P-16 so inherently powerful as to begin to promote a genuine community culture change. Not everyone can grow this format over night; the stages in the typography are often necessary to achieve or grow a local P-16 super culture. The Stark County P-16 Compact has worked to create such a super culture and can serve as an example. Each of the following

<sup>124</sup> Rochford, J.A. (2006, September 20). *Local P-16s: Changing the Culture*. Columbus, Ohio: Presentation to the Ohio Partnership for Continued Learning at: <http://www.edpartner.org/>



sections will be illustrated with the words of Compact members reflecting about the process.

### ***A Community Process***

Local P-16s do need to be true community processes. They can not be owned by a single organization or a handful of people. P-16s also really do not need to sponsor or be programs in and of themselves. When asked what set the stage for the outcomes and successes of the Stark County P-16 Compact, members noted three points:

1. Shared vision and goals for our county
2. Increased knowledge
3. Changed behaviors grounded in a sense of urgency: Increased sharing, collaboration and partnerships<sup>125</sup>

### ***Local Data; Know What's Significant***

*When the 17 district Superintendents look at our graduation rates compiled in the document Class of 2021 (2002), we were appalled and all of us agreed –100% is our goal. Each of us set out to improve the graduation rate – we shared our strategies at County meetings and here at P-16 meetings. We have moved the needle.- Teresa Purses, Superintendent, Canton Local School District*

Guidelines for the establishment of local or regional P-16s usually contain a section exhorting local policymakers to collect and examine educational and/or social outcome data for their own communities to help determine where performance gaps exist along the P-16 continuum. Knowing local data is indeed critical. The problem with data collection is not usually accuracy or even availability-it's context.

### ***A Highly Sophisticated Community Think Tank***

*By raising the bar/expectations and by providing an effective forum for networking and collaboration, the P-16 Compact has changed mindsets and stimulated increases in both high school graduation and college going rate. In turn, a decrease in the college remediation rate and an increase in the college completion rate have been realized.”- Vicki Conley, Executive Director, Sisters of Charity Foundation of Canton*

Local and regional P-16s are about process. They are about building collective community awareness among principle policy makers and their organizations. They are about changing mindsets. Here, community leaders think together, even dream together, about what can be. It is the building of civic capacity.

### ***Informed Individual Action Within Collaborative Goals***

*P-16 doesn't act on its own; individual institutions decide what to do. In my 35 years in higher education I have seldom been involved in a more worthwhile endeavor. I listen to the conversation at this table and go back to my deans and vice-presidents and say: “What can we do to help solve that problem.” Before this Compact was established, I had limited knowledge of what the P-12 problems were. It is affirming to have Malone College's success celebrated by the P-16 Compact. I try not to miss meetings. Establish more local P-16 councils is my advice to the State.”- Dr. Ronald Johnson, President, Malone College*

The Stark County P-16 Compact controls nothing. The Compact is about informed individual action within the

<sup>125</sup> Note: substantive material and quotations in this section come from the previously cited: *Local P-16s: Changing the Culture*

context of collaboratively arrived at goals. Do organizations also collaborate with each other? The answer is, of course, yes. This collaboration freely takes place and is not mandated. It takes place because it makes sense within the context of the goals.

### ***Relationships, Access and Mutual Solutions***

*We started as 6 separate often competing entities – preschool, k-12 education, higher education, business, government, and the foundations. We were looking for solutions that would help improve our own world. If our group had been a Venn Diagram, we would have started with 5 independent circles. Now our circles are overlapping more and more.*

*We see and understand one another's perspectives, challenges, and issues and work together to find solutions that are mutually beneficial. The synergy is incredible. The ideas are richer because they are enhanced by the experiences that each person brings to the table. Stark County leaders have found the secret to success – building relationships and collaborations will strengthen every aspect of the community. Theresa Purses, Superintendent, Canton Local Schools*

Somewhere in the mid-90s, the “P” word-process took on a poor connotation in education. This became even more apparent with calls for science based research in NCLB and focus on measurable outcomes. Process is not a bad word in P-16s. Process is the “life-blood” of P-16s.

### ***The Psyche of a Community***

*“The culture is changing. Our teachers, professors, school administrators,*

*college administrators, community members, and students have caught the fever. As a county we need to look a lot different than we do now and we are on our way.”-Mel Lioi, Assistant Superintendent, Stark County Educational Service Center*

What does it take to build an ever increasing community commitment? What does it take to form a community-wide psychology of success? In part, it takes little successes building on one another to big successes. It takes leadership and excitement and forward thinking and belief. Belief is a key ingredient of local P-16s.

### ***Continual Questioning and Ongoing Aspiration***

*What will it take to push the needle higher and faster? More scholarships? Scholarships tied to internships, tied to employment in Stark County? When will we arrive at our goal of economic viability?” –Jack Timken, President, The Timken Foundation*

As civic capacity builds through the vehicle of a local and regional P-16, leaders look ahead. Increasingly, they ask, “what will it take?” Such communities begin to develop clear and powerful visions for the future.

The best advice to emerging local and regional P-16s is to look to the above. Like Dorothy in the Wizard of Oz, who always had the ability to return home via the Ruby Slippers, your community has always had the resources to begin on the path to substantive change and economic viability. What it takes is collective belief.



## Chapter Eight:

# *The Future – State, Regional and Local P-16s: Towards a Theory of Convergence*

Once a book is published, it freezes what it portrays in time. The state, regional and local P-16 efforts portrayed in this book are as they appeared in 2006. As time goes on, some of these efforts will continue to produce substantive results, some will fail and be discontinued; others will have finite lives and give way to yet other constructs, programs or projects. The only certainty is that all will change. That is because P-16 is, at heart, an evolutionary concept.

Yet, few regions, localities, and states are approaching P-16 in this fashion today. In fact, in almost all cases, P-16 is still thought of in a very conventional sense. When first envisioning a P-16, whether on a local or state level, there is almost universally some desire to create hierarchies or structures to shape and govern the P-16, attach budgets, formulate programs, and collect results to study.

However, new interagency or quasi-governmental constructs seldom succeed at the state level where individual agencies and departments resist yielding power, influence, or funds. Due to this resistance, some state-level P-16s eventually emerge to merely advise existing agencies or become recognized as an internal function of a single agency such as the regents or an education department. It must be remembered that the only existing state attempt to this date in Florida to create a true K-20 system of education has met with only varying degrees of success because of a constitutional amendment reinstituting its regent board.

The press to create hierarchies and structures and garner budgets can be even greater at the regional or local level. P-16 is often approached from the mentality of creating another community organization. As a

consequence, educators and agencies often worry about loss of power, funds or influence. Holding to the organization approach, the framers of these local P-16s anxiously seek dollars, or at least a home with some agency, to keep the effort alive. P-16s can easily become a function of a college office or a chamber of commerce. In essence, they run the risk of becoming just another program among several others.

It is largely because of this still conventional view of P-16 that is held by many parties that the findings noted in the preface of this book emerged. They stand to be repeated here:

- Even with accompanying legislation, P-16 efforts are heavily leader dependent, whether at the state, local, or regional level. Part of this is due to the fact that the inertia of separate systems of preschool, K-12, and higher education systems is great and pervasive. We have “grown” these systems as individual, resource dependent entities which of nature often place them in opposition to one another. Inspired, visionary and dedicated leadership is the key to actualizing new approaches.
- The impact of P-16 approaches at the state level are often mitigated by issues of control and power between agencies and further exacerbated by the relative autonomy of institutions of higher education. Considerable tensions exist between the culture of “what has been” and often sketchy projections for “what should be”. Politics, perceived limitations and barriers, not “possibility thinking” tend to govern many efforts.
- P-16 systems are fragile at best. Developments in this arena need to be encapsulated in larger global concerns dealing with the future competitiveness of locales, regions, states, and the United States as a whole. The necessity of transiting to a new world information-based economy makes this critical. At times, these concerns are ill-defined at the state P-16 level but remain omnipresent.
- While there is an emerging sense of urgency generated by global concerns, that urgency, in and of itself, is seldom strong enough to overcome the inertia developed in separate systems over the years and the political influences which govern those systems.
- P-16 approaches at the state level must be complimented by at the local or regional level by P-16s. These are the groups that “operationalize” any long term P-16 approach. Knowing their own locales and the politics of their own communities, they get the job done.
- As an adjunct to leadership, every state, region or locality needs P-16 advocates. These are the people in the trenches who do the day to day, often difficult work. When political whim or practical reality changes the overt structure of state or local leadership, these people keep the notion of P-16 alignment alive.
- Failure to adopt new learning paradigms and simple lack of belief in the ability of all high school students to do rigorous coursework, particularly college coursework while still in high school, has greatly hampered operationalizing credit based transition programs and other strategies.
- There is a “paradox of P” in effect. The major focus of P-16 efforts remain on the transition between high school

and college, extending backwards to preparation for, and forward to retention and completion of college. In large part, this paradox is due to lack of state level funding for preschool efforts.

- At the other end of the spectrum, transition to the workforce is growing in importance and giving P-16s an emerging role to play in economic development.

Like the efforts in this book, these findings also exist very much at a point in time. The findings themselves are somewhat conventional because they look at activities that have originated from the systems that make up most current P-16 approaches.

It should not be surprising, then, that P-16s and P-16 approaches achieve the greatest success where vision, leadership, and advocacy overcome system inertia. All of this poses a critical question, “What is the future of P-16?”

To answer this, it is necessary to return to the notion of P-16 being an evolutionary concept and look at its potential to promote change and realignment, whether at the state, regional or local levels. Fundamental to this is a redefinition of P-16 that moves beyond conventional thinking. In 2006 Carl Krueger looked at the progress of P-16s in the states. The key questions which he formulated were referred to earlier in this work. A revisiting is now in order as they give one view of how P-16s have been thought of in a conventional sense:

- *Can a P-16 initiative be sustained without the implementation of a P-16 accountability model that links preschool, K-12 and postsecondary education in meaningful ways?*

- *Does a successful P-16 education system require a governance change?*
- *Should states develop P-16 funding systems that integrate early learning, K-12 and postsecondary education?*
- *How can all states create data systems that follow a student from school to school, level to level?*
- *Can P-16 initiatives survive a leadership change? Should states create a P-16 structure that exists outside of the executive office or the legislature?*
- *Should P-16 councils have the authority to implement recommendations, or is their only role advisory?*<sup>126</sup>

Governance, funding, data and accountability systems, questions concerning authority, all find their way into Krueger’s excellent list which targets state level efforts as they currently exist. These questions all surround very conventional constructs. With some modification, the same questions can be raised for local and regional P-16s. However, Wheatley and Frieze offer a different lens than Krueger:

*In all living systems (which includes us humans), change always happens through emergence. Large-scale changes that have great impact do not originate in plans or strategies from on high. Instead, they begin as small, local actions. While they remain separate and apart, they have no influence beyond their locale. However, if they become connected, exchanging information and learning, their separate efforts can suddenly emerge as very powerful*

<sup>126</sup> Krueger, C. (2006). *The Progress of P-16 Collaboration in the States*. p.5.



*changes, able to influence a large system. This sudden appearance, known as an emergent phenomenon, always brings new levels of capacity. Three things are guaranteed with emergent phenomena. Their power and influence will far exceed any sum of the separate efforts. They will exhibit skills and capacities that were not present in the local efforts. And their appearance always surprises us.*<sup>127</sup>

If we think of P-16 as an evolutionary concept, then it follows that Wheatley and Frieze give us the genesis of a new definition. P-16 is not about structure and governance; P-16 is about small local actions (whether at local, regional or state levels) targeted at raising academic achievement and opening opportunities for all students. It is about prenatal care and social services to sustain students and families and it is about economic and workforce development, quality of life, and a viable future.

Yet, rhetoric about P-16 at the state level is often filled at departmental levels with talk about aligning standards between K-12 and higher education, improving scholarships, funding preschool development, instituting new standardized tests and rigor as though any one of these programs or a combination of such programs constitutes a P-16 approach.

If P-16 is an evolving concept, then it not about programs nor is it about governance or structure; it is about the individual actions of state and local leaders of good faith who connect their actions and “exchange information and learning.”

P-16 is then about people and connections. It is about the substantive reality that we have always most

probably had the resources in our own states and communities to insure the future. These resources, actions, and people have in general never been connected in such a way as to learn from one another, jointly develop an informed vision for the future, and gain the capacity to judge the relative merits of their actions in relationship to one another and that vision. When such connections are substantive, the skill and capacity of leaders and organizations continue to grow. It is through this that powerful strategies emerge and are continually refined. Programs then can be attached to the strategies, be altered and changed, as learning continues.

P-16 is an evolutionary and emergent concept.

If this is true, then P-16s may not be tied to any of the conditions raised in Krueger’s questions. Those conditions might be eventual outcomes but not necessary to the P-16 concept itself. Equally, P-16s at the regional and local level may need nothing more than a convener and a place to meet.

It is very hard to see this type of evolution at the state level to date. Where it can be seen is at the local and regional levels in places like Stark and Hamblen Counties, communities that have realized the power of connection and the value of emergence.

In both communities, economic realities and the understanding of those realities first brought leaders to the table to connect and learn together and both efforts began with small local actions and very powerful system changes are now taking place. These changes begin to transcend the formal P-16 and its membership as the community itself increases its skill and capacity. Many

<sup>127</sup> Wheatley, M. and Frieze, D. (2006). How Large-Scale Change Really Happens: Working with Emergence. *The School Administrator*. Spring 2007.

other regional and local P-16s depicted in this book are also on the verge of this realization. Sadly, some are not because they have never brought the right people, those truly capable of generating local actions or vested in learning, to the table.

It is easy to see how such P-16s become vested in one or two approaches, launch some programs and be at the mercy of the success or failure of those attempts. At all levels of government, social service, and education thousands of programs have existed over the years. One might fairly ask what the “cumulative impact” of such programs has been? An evolving P-16 is different.

When the United Way of Greater Stark County, for instance, decides that high school graduation and postsecondary training will now be one of its priority focus areas, this is a local action geared towards more substantive change in the entire system as it in turn begins to impact numerous local agencies, their learning and capacities. The United Way does not dictate what specific programs agencies should create, but it does indicate a new direction and a realignment of community resources.

When representatives from Hamblen County decide to be part of a larger regional P-16 approach, they are generating more connectivity. When cross-sector leaders on the committees of Alignment Nashville begin to focus on the education of their city’s children, all its agencies connect and learn. Powerful community wide strategies emerge. The list can go on.

For the states, such connectivity may be harder to achieve, but not impossible. While some governors have tried to force this in the past with

executive orders, success has often rested on their own political clout. What states have often been lacking in the past is the compelling motivation to connect and make those connections substantive. That motivation may now be fast in coming.

That is because both external and internal forces may now be combining and contributing to a “state-level” level of frustration necessary for considering change.

On December 14, 2006, the National Center on Education and the Economy published a major report entitled *Tough Choices or Tough Times*, tagged as the Report of the New Commission on the Skills of the American Workforce. The report is one of several released in recent years that cite a growing concern for America’s future competitiveness. Containing several key recommendations, *Tough Choices or Tough Times* understands the link between a well educated workforce and the nation’s future economic security, but here is what the report says about our existing systems:

*The core problem is that our education and training systems were built for another era, an era in which most workers needed only a rudimentary education. It is not possible to get where we have to go by patching the system. There is not enough money available at any level of our intergovernmental system to fix the problem by spending more on the system we have. We can get where we must go only by changing the system itself.*<sup>128</sup>

This report reinforces the urgency. The question for the states is whether this, or any report, can help overcome the

<sup>128</sup>The National Center on Education and the Economy (2006). *Tough Choices or Tough Times: The Report of the New Commission on the Skills of the American Workforce*. Executive Summary. Washington, D.C.: Author.p.8.

inertia. The simple answer is no; not unless the system changes.

The necessity to have a highly trained workforce implies not only conventional education but the retraining of older adults and displaced workers. While this has now become a major priority in most states and the key to remaining competitive in a global economy, efforts are divided between multiple agencies. This global competition is now the most telling external force prompting for change in most states.

Internally, its money; the “flush” days of the 1990s state budgets are now over. Not only have budgets tightened, they are increasingly constrained by growing social programs as the general population ages. As a consequence, we have in many states pitted K-12 against higher education in a race for ever diminishing resources. Preschool often loses out to both. Yet, states are at the same time recognizing that education is the key to success. Hard choices must be made about finite dollars.

It would now seem to be incumbent for many states to look at new ways of doing things and there are a wide variety of possibilities. Simple notions such as joint use of facilities between K-12 and higher education have been basically been long ignored most places. Use of highly qualified high school teachers as adjuncts to teach dual credit courses has frightened many in the past who have believed that “rigor” will suffer. The redesign of the senior year in high school has advanced in slow increments. Many college faculties have long opposed or limited the potential of online learning. This list can go on. Essentially, the states already have many programmatic options that can

not only increase efficiencies in a P-16 context, but also lead to higher college going rates and persistence. The key is how to embed such options to support broader strategies. Merely cutting costs and creating efficiencies will only be effective for so long as many private sector businesses have learned over the years.

What they states have not had is a way to substantively connect the people whose local actions can lead to emergent phenomena and whole system change, who can actualize such efficiencies in concert with overarching strategies.

Some will point out that state P-16 structures have been legislated or created by executive order, state agency heads have been brought together and departments have even been reorganized but this has still not created the type of connectivity that is necessary. The answer, state level politics and turf issues aside, may be very simple: while state government and agencies may dictate the action; they don’t control the action.

Simply put, state legislatures, departments and agency heads may determine policy and allocations, but most state resources are “in the field” not at state capitals. They are at the local Workforce Board or at the local high school or college; they are in community mental health boards and agencies. This is true for personnel; it is also eventually true for service delivery and dollars. It is here, in the field, that all approaches are implemented. It is here that they are either successful or fail.

Connectivity for state P-16s then implies connectivity with local or regional P-16s. The one will not work without the

other; not if our new definition of P-16 centers on emergent phenomenon and the recognition that the process will continue to evolve.

Without this dualism, states may be able to change policy and improve or change allocations. There may be many discrete P-16 flavored programs and some of these may be very powerful, but the sum will never be more powerful than the parts. Success for a state-level P-16 approach can never be guaranteed.

The future of the P-16 movement may be largely dependent on how well this dualism is achieved. This book has noted how an ideal arrangement between

local and regional and state P-16s might take place. There will still be a tendency on the part of some states to want to structure or control how local or regional P-16s are formed and for what purpose. There may also be attempts to institutionalize such structures through funding restrictions or by placing them in a hierarchical arrangement with a specific agency. P-16s here will become just another program or project.

Neither idea seems conducive to an “evolving concept of P-16” or the potential that a true realization of P-16 can bring to localities, regions or states. In the final analysis, we must be wary of shaping P-16s in the likeness of “what has been.”

*It's October as yet another Columbus-based conference unfolds, entitled Workers: Strategies to Grow Ohio's Economy. Sponsored by the Annie E. Casey, KnowledgeWorks, and Ford Foundations along with several Ohio United Ways and the John Glenn School of Public Affairs at The Ohio State University, the conference promises a frank look at Ohio's deteriorating economic position.*

*This is not a government sponsored conference, though it has distinct political overtones. Tomorrow, both candidates for governor in Ohio's upcoming November election will be present. The current governor had signed a last minute executive order forming a commission to look at ways of integrating the legion of scholarships, funds, and agency efforts targeted at workforce development. Whether or not either of the two candidates or the legislature will pay any attention after January is problematic.*

*Former Congressman Steve Gunderson, now head of the Council on Foundations addresses the crowd in the opening plenary. “There is a sense of urgency, he says. Ohio has only three to six years to become competitive.” Gunderson says that the first state in the union to adopt free access to a P-14 system of education will win.*

No state or state official or legislature should try to control or govern the P-16 process. Indeed, it might be detrimental to do so beyond initial legislation giving legitimacy to such groups. The proper role for a state is to be an enabler, a catalyst, to foster convergence and alignment between efforts across its multiple sectors and departments and with local and regional P-16s. Above all, P-16 should not become a political process; it should, however, become a way of doing business.

The relatively short history of P-16 efforts at the state level demonstrates that they are susceptible to what some have called the “politics of school reform”. Often, such efforts have begun with governors who, though arguably often well-intentioned, carry political pluses and liabilities. Once they leave office or, if they prove ineffective in office, P-16 efforts can often waiver. New governors may not carry the same priorities. Political interference often creates conditions under which P-16s or P-16 programs can quickly become “footballs.” Well entrenched bureaucracies often look first to their own interests and secondarily to broader concerns. Yet, it can properly be argued that state P-16 efforts must address overarching priorities key to the state’s future economic well being. Some groups have seen and articulated such priorities.

The Southern Growth Policies Board is a unique public policy think tank based in Research Triangle Park, North Carolina. The Board was formed by governors across several southern states in 1971.

As such, the Board seeks to develop and advance economic development policies by “providing a forum for partnership and dialog among a diverse

cross-section of the region’s governors, legislators, business and academic leaders and the economic- and community-development sectors.”

While not a P-16, the Board is supported by memberships from 13 Southern states-- Alabama, Arkansas, Georgia, Kentucky, Louisiana, Mississippi, Missouri, North Carolina, Oklahoma, South Carolina, Tennessee, Virginia, West Virginia ---and the Commonwealth of Puerto Rico, and serves to provide a focal point for regional collaboration. The Board is also supported through associate memberships from corporate, nonprofit and academic institutions, mimicking some critical aspects of P-16 councils. The Board maintains a singular vision that “all citizens of the South will experience an exemplary quality of life made possible by a dynamic, diversified, growing, sustainable, and competitive Southern economy.” In this regard, the Board has adopted a goal of creating a talent pool to meet the ongoing needs of a knowledge based economy. To this end, the Board has created the *Southern Workforce Index*. This index is worth looking at in depth because it clearly demonstrates the relationship between education at all levels and economic development in a P-16 context and the need for agreed upon indicators to measure progress. It also represents the notion of an overarching vision that transcends mere political expediency:

*The Southern Workforce Index will measure, on an ongoing basis, the Southern Growth states’ progress towards the realization of that goal. The Council for a New Economy Workforce has chosen 15 indicators that, taken together, provide a rich, broadly based portrait of the region’s workforce. The Index is not designed to play states off against each other. Rather, it is*



*intended as a guide for states to pursue their own, individualized strategies.*

*Yet the traditional workforce development system is not adequately equipped to raise skill levels, largely because the workforce development system is a fragmented collection of services delivered through program “silos.” People in one silo are often unaware of people and programs in another, or view other programs as competitors. The elimination of these silos creates “institutional seamlessness,” a workforce development system where individuals and firms can access with ease, needed education, training and resources.*

*The Indicators:*

- 1. Grades 9-16 Completion Rates – The percent of 9th graders that: A) graduate from high school in four years; B) immediately enroll in college; and C) earn an associate’s degree in four years or less or a bachelor’s degree in six years or less.*
- 2. The Percent of Post-Secondary Institutions Providing Dual Enrollment Credits – The percent of institutions allowing students to enroll and earn post-secondary credits while simultaneously enrolled in high school.*
- 3. Percent of Working-Age Adults with an Associate’s Degree or Higher – The percent of adults between the ages of 25 and 64 educated at an associate’s degree level or higher.*
- 4. Four-year High School Graduation Rates – The percent of 9th graders finishing high school within 4 years.*
- 5. Hispanic High School Graduation Rates – The percent of Hispanic*

*9th graders finishing high school in 4 years.*

- 6. The Percent of the Workforce in At-Risk Occupations – The percent of the workforce employed in occupations with minimal skill requirements and persistently high unemployment rates. At-risk occupations are defined as: machining operators, assemblers, inspectors, equipment handlers, cleaners, helpers, and laborers.*
- 7. The Percent of the Working-Age Disabled Employed – The percent of disabled persons aged 21-64 with a full or part-time job.*
- 8. The Disparity in Unemployment Between Black and White Males – Black male unemployment as a ratio of while male unemployment.*
- 9. Incarceration Rates – Number of prisoners (per 100,000 residents) under state and federal jurisdiction authorities.*
- 10. Job Retention Rates After Receiving WIA Services – Percent of adults and dislocated workers acquiring and retaining employment for six months after receiving services provided under the Workforce Investment Act (WIA).*
- 11. Percent of the Workforce Without a High School Degree Enrolled in Adult Education Programs – The number of participants enrolled in a state-administered adult education program as a percent of the adult (18-64) population with less than a high school diploma.*
- 12. The Share of Family Income Poor Students Must Dedicate Toward a College Education – The share of*

*income that families in the bottom quintile must dedicate toward the annual cost of attending a public two- or four-year college, after financial aid.*

*13. The Percent of 8th Graders Enrolled in Algebra I – The percent of 8th graders enrolled in Algebra for the 2001-2002 school year.*

*14. The Percent of 8th Grade Math Teachers Participating in Professional Development Activities – The percent of 8th grade math teachers participating in a professional math-related conference within the last two years.*

*15. The Percent of 8th Graders Reading for Fun on a Weekly Basis – The percents of 8th graders reading for fun – on their own – once a week or more.<sup>129</sup>*

The ambitious agenda outlined by the Southern Growth Policies Board provides a guideline of sorts for possible state and local P-16 agendas. The key element here is that the board is clearly talking about the elimination of “silos” and whole system monitoring. Sadly here, as in most places, preschool comes up short.

The question still remains, “where can states work to best enable a P-16 system of education?” Fundamentally, this lies in those areas over which states have the most immediate control and in which they have often worked extensively in recent years. Every state has worked to strengthen its K-12 system of education, for instance, through standards and testing. At the same time, recent turnabouts in state funding have often drastically reduced funding in this

sector—a reduction in which state higher education institutions have not been immune as well.

What has been lacking is a “new world” view of how such work should take place. Desired results have not been achieved because many states still approach K-12 and higher education as separate entities. Preschool, needless to say, is hardly on the radar screen for most.

The need for this new view can be seen in existing disconnects between K-12 and institutions of higher education and the disconnect between institutions of higher education themselves.

There is one other element here. All state systems of P-16s need local and regional counterparts. Further, in order to achieve maximum success and to insure longevity, state systems need these local counterparts at the interface between community, schools, colleges, and the local economy. No state system might long endure without companion systems at the grass roots level.

### ***The Theory of Convergence***

Returning once again to the role of state P-16s as enablers and convergers, it might be useful to consider a theory of convergence to illustrate the relationship between local, regional and state efforts. *(See chart on next page)*

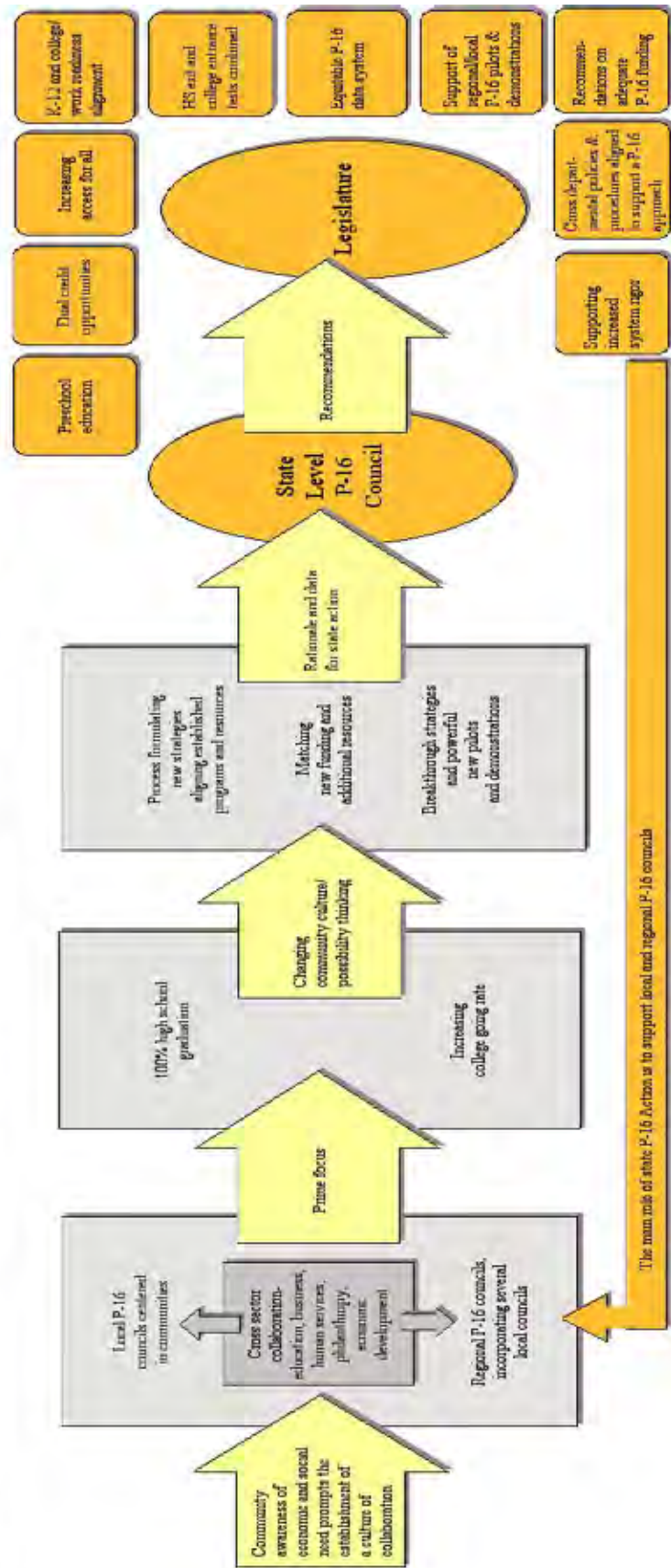
Building on the notion that states should not attempt to govern or control P-16s, particularly local and regional P-16s, there is nonetheless a relationship between the governing and legislative functions of a state, alignment of state programs and policies and their eventual impact at a local or regional level.

<sup>129</sup> Conway, C. & Johnson, S. (2005). *Southern Workforce Index*. Research Triangle Park, N.C.: Southern Growth Policies Board, pp.2-4.

## P-16: A Local, Regional and State Model Theory of Convergence

Stark Education Partnership, Inc.

- 1) P-16 activity begins at the local and regional levels because it reflects the will of the community.
- 2) Focus on town goals begins to change community culture, possibility thinking takes place.
- 3) New strategies develop, resources are reoriented, new funds and additional resources are sought. The community begins to formulate breakthrough strategies resulting in powerful pilots and demonstrations.
- 4) The rationale and data for state P-16 action is supplied, state P-16 action, in turn, supports further local and regional activity. The building of political will extends throughout the entire system.



The first step in this theory of convergence begins at the local or regional level where community awareness of economic and social need prompts the establishment of a culture of collaboration. This is a collective awareness at the highest levels of the community. Organizational theorists often call this reaching a “level of frustration” sufficient enough to prompt action. At this level a commitment to action follows, but most importantly, it must be a collective commitment leading to genuine cross sector collaboration between education, business, human services, philanthropy and economic development. In essence, collaboration among those sectors most readily situation to do something.

There is an important nuance here. Go into any community and talk to a superintendent, head of a United Way, businessperson, or foundation leader. Talk to the head of a job and family services agency or a county mental health board, talk to a college president. Each in their own way sees a substantial part of the challenges and issues facing any community. Each is probably frustrated with funding, issues surrounding the provision of services, less than desired outcomes and the like. Each is challenged to do the best they can within their own sphere of influence. There may be “finger pointing” at other sectors. Few, if any, truly know or appreciate each others’ issues. All, however, are committed to the success, quality of life and economic stability within their own organizations and their communities.

Occasionally collaborations and partnerships, where they make sense, will develop between one or two sectors. The difference with P-16s is that we are talking about substantial cross sector

collaboration across multiple sectors where everyone begins to focus on the same goals. Such collaboration can spawn *local or regional P-16 Councils* or can be nurtured by such councils established by convening organizations. What is important to remember here is that the collaboration is critical. This can be interagency collaboration, but often collaborative approaches. In collaborative approaches, organizations begin to align their activities with each other. Colleges, for example, might begin to form dual credit arrangements for high schools, businesses might support internships for college students, the media might run stories and articles. Here, no one steals each others’ resources; existing resources are aligned.

Local and regional P-16s should establish a *prime focus*. Early on, Stark County, Ohio decided on two primary goals: 100% high school graduation rate and increasing the college going rate. Other P-16s might adopt early childhood education, or any focal point along the P-16 continuum commensurate with their own respective community resources. The prime focus should be inclusive enough to progressively incorporate more and more of the continuum.

The next phase is to use this prime focus to *change community culture and engage in possibility thinking*. If you are in a “rust-belt” community where college education has never been a high priority, for instance, you must actively begin to change that culture. Chief tools here are data, awareness raising, and early successes through aligned programs and projects. In classic P-16s, successes of one sector, or even a single organization, should be celebrated by all. P-16s need to encourage the psychology of success this, in turn, leads to possibility thinking.

One of the ironies of the information-rich 21st Century is that we, in the United States, really do live in a highly structured society. Ask any physician, educator, or business person about the regulatory environments in which they live. Such environments often limit the true potential of organizations to go the next step because they do seem so limiting. Yet, there is room for flexibility which we seldom see. Possibility thinking, in part, envisions how outcomes might be different.

There is an old story about Einstein and the Theory of Relativity. Part of the reason Einstein arrived at the theory was not because he focused on how light acted; he focused on how light would be different if it didn't act the way it did.

How would communities and regions be different if they did business differently, individually and collectively? It's what P-16s should imagine.

This leads to *processes formulating new strategies* which, in turn, further *align existing programs and resources*, communities selectively *match new resources and additional resources*. You now have, in essence, a framework to decide whether you want to expend the energy to pursue the myriad grants and funds available at the state or national level, or even answer an RFP from a foundation. Communities are led to seek *breakthrough strategies and powerful new pilots and demonstrations* aligned with what they have envisioned. Breakthrough strategies are those that can further alter the thinking of an entire community. Their results, such as in early college high schools that set low income and first generation college students on the path to a college degree, are powerful and symbolic demonstrations for any community.

These in turn, both through the efficacy of results and the political process, should provide *rationale and data for state action*. Local and regional P-16s should not hesitate to inform their legislators, departments of education and regents of their results. They should press for a state environment which further supports such results. The best place to do this is through an operating state level P-16 council, if the state is fortunate enough to have one. In Ohio, the new director of the state P-16 considered one of her primary duties to both communicate with, and become aware of developments on the local and regional level. Indeed, Ohio's Partnership for Continued Learning expressly includes representatives of local P-16s. This is not a bad model to emulate.

Here we must also think of local and regional P-16s as part of a state "learning loop." Consider what Dr. Shigehisa Tsuchiya of the Chiba Institute of Technology has to say, "*the rate at which individuals and organizations learn may be the only sustainable competitive advantage.*"<sup>130</sup> States and local P-16s are organizations. They must learn from each other.

The state level P-16 should then inform the legislature through recommendations or by some other means, such as resolutions in Indiana. The end result in this theory is that the legislature begins to act to align state programs to further benefit local and regional P-16 expansion and results.

There is a kind of "fallout" here in that even communities and regions without P-16s can benefit. This theory of convergence outlines local action research informing state policy. This is not a bad place for a P-16 to be.



The critical notion here is that no local or regional P-16 exists in a vacuum. State policy and programs do impact on a local or regional level. When informed and aligned by action in the field, these can become more responsive, even more enlightened. It might be added in

conclusion that few states have achieved this model. Some begin to approach it. P-16s both at the local and regional and at the state level are necessary for the entire system to operate and be successful. This is why many efforts wither and some die. The dualism has seldom been understood.

<sup>130</sup>Tsuchiya, S. (1999). *A Search for New Methodology to Create a Learning Organization*. Tsudanuma, Narashino-shi Japan: Chiba Institute of Technology.



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